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#### **Severe Adverse Weather Plan: Cold Weather**

#### **Introduction and Aim**

This plan provides the framework for coordinating the Cardiff and Vale University Health Board (CVUHB) response to a sudden or prolonged period of adverse weather. It is not a standalone document and supplements the existing Major Incident and Clinical Board(s) Business Continuity Plans by providing additional information and guidance specific to mitigating, minimising and responding to the effects of adverse weather.

#### **Objectives**

To give guidance, advice and support to managers and employees in the event of adverse weather conditions which cause major disruption to travel services i.e. rail, road or air thus severely affecting the ability of employees to attend work; and /or disrupts the ability of patients to travel to or from UHB premises; and / or negatively impacts upon the stability of the procurement supply chain.

## Scope

This procedure applies to all of our staff in all locations including those with honorary contracts.

Equality Health Impact Assessment	An Equality Health Impact Assessment (EHIA) has been completed. The Equality Impact Assessment completed for the policy found here to be a no impact.
Documents to read alongside this Procedure	<ul> <li>Emergency Pressures Escalation Plan</li> <li>Clinical &amp; Service Board Business Continuity Plans</li> <li>Major Incident Plan</li> </ul>
Approved by	Emergency Preparedness Resilience and Response (EPRR) Strategic Overview Group.

Accountable Executive or Clinical Board Director	Executive Director of Planning
Author(s)	Head of Emergency Preparedness, Resilience and Response

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# **Disclaimer**

If the review date of this document has passed please ensure that the version you are using is the most up to date either by contacting the document author or the <u>Governance Directorate</u>.

Summary of reviews/amendments			
Version Number	Date of Review Approved	Date Published	Summary of Amendments
1		01/09/12	New document
2	15/01/15	28/01/15	Updated to reflect current practice at the UHB.
3	07/01/18	Ditto	No requirement to amend / update.
4	09/09/19	11/12/19	Identified as Business Continuity. Clarification of four core cells to support work of Tactical (Silver) incident control team:  - Communication - Staffing - Transport - Accommodation - All action cards reviewed and updated  Introduction of additional card (03) for staff in all areas without direct clinical care responsibilities.

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#### 1. Introduction

This plan provides the framework for coordinating the Cardiff and Vale University Health Board (CVUHB) response to a sudden or prolonged period of adverse weather. It is not a standalone document and supplements the existing Major Incident and Clinical Board(s) Business Continuity Plans by providing additional information and guidance specific to mitigating, minimising and responding to the effects of adverse weather.

In line with national guidance the plan is built on effective service and business continuity arrangements; and is intended to be responsive to local challenges and needs. When activated by the Chief Operating Officer this procedure will allow CVUHB to:

- Initiate formal Command, Control and Coordination (C3) structures;
- Receive and cascade Meteorological office notifications;
- Comply with any external reporting requirements (i.e. Welsh Government) and generate local situation reports;
- Reduce impact (including reducing the likelihood of excess deaths);
- Identify service users that are 'high risk' who might be at increased vulnerability during cold weather;
- Ensure that essential services are maintained;
- Cope with localised disruptions to services;
- Provide timely, authoritative and up-to-date information for staff; and
- Return to normal working after a period of adverse weather as rapidly and efficiently as possible

#### 2. Purpose

This plan has been developed as a framework to coordinate resources in the event of severe adverse weather conditions that impact upon the normal operational efficiency of CVUHB.

#### 3. Aim

The plan is designed to give guidance, advice and support to managers and employees in the event of adverse weather conditions which cause major disruption to travel services i.e. rail, road or air thus severely affecting the ability of employees to attend work; and /or disrupts the ability of patients to travel to or from UHB premises; and / or negatively impacts upon the stability of the procurement supply chain.

Adverse weather conditions usually arise from very heavy snowfalls and drifting snow but may also include extremely low temperature; exceptionally high (storm

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force) winds; coastal flooding; flooding of rivers, streams; or localised fluvial/pluvial flooding (flash flooding). However this list is not exhaustive.

During periods of adverse weather CVUHB continues to provide a service, and while we recognise that some employees may experience difficulty in reporting for work and appreciate the efforts made by employees to do so, it is the duty of every employee to make their own arrangements to get to work in the event of adverse weather conditions. All employees are expected to make reasonable efforts to attend work during adverse weather conditions.

## 4. Compliance Requirements

One of the key tenets of the Civil Contingencies Act 2004 is that organisations use an integrated emergency management approach to develop relevant plans. To comply, CVUHB is required to demonstrate that it is able to deliver a robust response and ensure business and service continuity in the event of any incident or emergency situation.

## 5. Emergency Preparedness In Wales

The Welsh Government or Wales Office, depending on the subject matter, is represented on relevant committees and forums within the UK government relating to civil protection. They ensure that UK civil protection policy and planning is tailored to Welsh needs. A dedicated team supports multi-agency cooperation in Wales and engagement with the UK government on issues relating to civil protection and emergency preparedness.

Local resilience forums (LRFs) are the principle mechanism for multi-agency cooperation on civil protection issues. The Welsh Resilience Forum (WRF) provides a national forum for multi-agency strategic advice and is chaired by the First Minister.

#### 6. Effects of Adverse Weather on Health

During a period of severe adverse weather the main effect of cold weather on health is an increased risk of heart attacks, strokes, lung illnesses, influenza and other diseases. There is also an increase in serious injuries where people slip and fall in the snow or ice. In most cases, simple preventive actions can avoid injury. In a short spell of cold weather it is mainly the high risk groups (see appendix 1) who are affected. However, during a prolonged period of cold weather normally fit and healthy people can also be affected.

In a crisis efforts are often weighted toward ensuring business continuity within the acute hospital secondary care setting. However we must remain mindful of our responsibilities to those cared for within the community and primary care setting. In February 2008 the Cabinet Office Civil Contingency Secretariat issued guidance entitled 'Identifying people who are vulnerable in a crisis'. The document expands on elements of 'Evacuation and Shelter Guidance' that deals

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with vulnerable people and 'Emergency Preparedness: Guidance on Part 1 of the Civil Contingencies Act 2004'.

The guidance primarily focuses on the principles of identifying and building relationships with bodies responsible for vulnerable people, so that the potential scale and mechanism for response can be agreed before an emergency occurs. This guidance is based around four key stages:-

## 6.1 Building Networks

The most effective way to identify vulnerable people is to work with those who are best placed to have up-to-date records of individuals and who will be aware of their needs. This may range from care homes (older people) to the local hotel industry (tourists).

## 6.2 Creating Lists

It would be impossible to maintain a central up-to-date list of vulnerable people. Therefore it is recommended that lists of organisations and establishments are made, who can then be contacted in the event of an emergency to provide relevant information.

## 6.3 Agreeing Data Sharing Protocols and Activation Triggers

Once relevant agencies have been identified and networks developed, agreed data sharing procedures can be put in place, which should have the flexibility to adjust to changing circumstances with clear agreed triggers between responders.

#### 6.4 Determining the Scale and Requirements

By building networks and agreeing data sharing protocols, the potential scale of requirements of vulnerable people can be estimated in advance of an emergency. This information can then feed into emergency planning in terms of resources and equipment.

Within CVUHB it is the responsibility of Primary, Community & Intermediate Care and Mental Health teams to identify patients in their locality who will be at increased risk. Careful coordination will be required between integrated health and social care teams to ensure that the appropriate organisations have advanced awareness of individuals at risk and are therefore in a position to discharge their responsibilities accordingly.

#### 7. Severe Weather Warnings

The Meteorological office provides alerts that forecast a risk of adverse weather for a given area and this is taken as a trigger for activating this procedure. These warnings are given a colour depending on a combination of both the likelihood of the event happening and the impact the conditions may have. The basic messages associated with each of the colours are:-

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Normal operating status.

Business should continue as usual - no action required.

Yellow Be Aware: Monitor Situation

Yellow means that severe weather is possible over the next few days. You should plan ahead thinking about possible travel delays, or the disruption of your daily activities.

The Meteorological Office is monitoring the developing weather situation and Yellow means keep an eye on the latest forecast and be aware that the weather may change or worsen, leading to disruption of your plans.

## Amber Be prepared: Initiate Tactical (Silver) Control

Tactical (Silver) control teams must be activated at this point. They will operate from the Tactical Incident Control Centre (Lakeside).

There is an increased likelihood of bad weather affecting you, which could potentially disrupt your plans and possibly cause travel delays, road and rail closures, interruption to power and the potential risk to life and property. Amber means you need to be prepared to change your plans and protect you, your family and community from the impacts of the severe weather based on the forecast from the Meteorological Office

# Red Take Action: Initiate Strategic (Gold) Command

Strategic (Gold) Command teams must be initiated at this point. They will operate from the Strategic Incident Command Centre at Wodland House.

Red means you should take action now to keep yourself and others safe from the impact of the weather. Widespread damage, travel and power disruption and risk to life are likely. You must avoid dangerous areas and follow the advice of the emergency services and local authorities.

#### 8. Command and Control

When a forecast or unpredicted event is realised, the overall response must be synchronized using the standardised approach of Strategic, Tactical and Operational command and control arrangements, (also commonly known as Gold, Silver and Bronze).

In the event of an Amber alert CVUHB will adopt the coordination structures normally associated with a Major Incident / Emergency. In practice the response must be proportionate and is most likely to result in the establishment of a

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Tactical (Silver) control team working from the pre designated Tactical Incident Control Centre at Lakeside.

The key role of the Tactical (Silver) control team will be to manage and coordinate all resources and to aid effective communication across the UHB and with partner agencies.

This team will be supported by a number of Operational (Bronze) teams. Specific working groups for workface / accommodation / transport / supply chain /utilities / communications etc. may be necessary dependent upon the exact nature of the challenge faced.

A Strategic (Gold) command team should only be necessary in the event of a Red alert; or widespread Regional disruption; complete failure of critical infrastructure; or during a prolonged incident which will severely impact upon the UHBs long term capacity plan. This team will operate from the Strategic Incident Command Centre located at Woodland House.

#### 9. Action Cards

The Summary of Key Actions (appendix 2) outlines the responsibilities for the planning and response to a Severe, Adverse or Extreme Weather Warning and/or event. Explicit responsibilities of staff and departments with specific roles are stated in the relevant action cards.

## 10. Roles Within the Organisation

The responsibilities for responding to severe weather may vary slightly depending on the time of day that the event occurs, and the duration. However, with the sophistication of weather forecasting it is often now possible to provide reliable information to operational areas in advance in order to proactively respond. Hence every effort should be made to agree key actions during normal office hours.

#### 10.1 Chief Operating Officer/ Executive Director (Action Card 01)

Disruption associated with adverse weather should be considered as a Business Continuity incident. Therefore the Strategic level leadership will be provided by the Chief Operating Officer, who will take preparatory steps as outlined within Action Card 01.

#### 10.2 All Ward/Departmental Managers (Action Card 02)

All managers are required to monitor cascaded weather alerts, and be aware of any pre-existing business continuity plan relating to their area of responsibility.

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When it is evident that the weather is beginning to deteriorate, or upon receipt of "Yellow" weather warning ward / department managers should be prepared to take preparatory steps as outlined within Action Card 02.

# 10.3 All Areas Without Direct Clinical Care Responsibilities (Action Card 03)

During period of 'Yellow' alert, teams will maintain a heightened awareness of weather alerts. Consideration will be given to potential disruption of day to day services.

Escalation to 'Amber' will require a state of preparedness, and a real time status report for all clinical services. Potential actions necessary to safeguard critical services will be reviewed.

## 10.4 Clinical Board Teams (Action Cards 04 & 4a/4b/4c/4d)

During period of 'Yellow' alert, Clinical Board teams will maintain a heightened awareness of weather alerts. Consideration will be given to potential disruption of day to day services.

Escalation to 'Amber' will require a state of preparedness, and a real time status report for all clinical services. Potential actions necessary to safeguard critical services will be reviewed; and the UHB must initiate a Tactical (Silver) incident control team. Consideration must be given to the creation of a sustainable rota for the next 48 hours.

At this stage it is likely that the weather may begin to cause travel delays, road and rail closures, and interruption to power supplies. Relevant working cells will be established at this point.

The stated intentions of the Tactical (Silver) Incident Control team will be to:-

- Assume the on-site management role for the duration of the response
- Confirm that key supporting roles are covered; and that a 48-hour rota is agreed which identifies replacement senior staff (working 6 hour shifts)
- Ensure that the overall UHB response is coordinated and proportionate
- Establish working groups to address key organisational issues
- Check that the necessary resources are available
- Safeguard staff, patients and critical infrastructure
- Identify, prioritise and endeavour to protect time sensitive / clinically urgent services
- Provide support for staff working under extreme pressure possibly for a prolonged period of time

A 'Red' alert necessitates immediate action, with the activation of the Strategic (Gold) command function at Woodland House.

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## 10.5 Strategic Planning (Action Card 05)

The Emergency Preparedness Resilience and Response (EPRR) team will be responsible for the cascade of severe weather warning alerts to Executive and Clinical Board teams during normal office hours There is no on call provision for out of hours alerts. EPRR staff will not be part of the actual staff rota in order that they are free to provide Strategic advice and support as appropriate.

Upon receipt of an 'Amber' warning the post holder will ensure that the Tactical (Silver) Incident Control Room is prepared for activation. This will include identification of named individuals to cover the first shift. The EPRR team will communicate the requirement to adopt the coordination structures normally associated with a Major Incident / Emergency. In practice the response must be proportionate and is most likely to result in the establishment of a Tactical (Silver) Incident Control Room in the first instance.

In the event of a 'Red' alert signifying prolonged or widespread Regional disruption the South Wales Local resilience Forum members will be summoned to the Strategic Coordination Centre. The Head of EPRR will attend in support of / on behalf of the Chief Operating Officer / UHB Executive Director.

# 10.6 Capital Planning, Estates and Operational Services

(Action Cards 06, 6a, 6b, 6c & 6d)

The UHB Head of Operational services (or nominated deputy) will endeavour to provide as near to normal service as possible in line with priorities identified by Clinical Boards.

Pre winter planning and development of business continuity plans will ensure scalable contingency arrangements to deal with a range of scenarios from relocation of staff to support critical functions through staff absence, re-planning and allocation of works in higher staff absence levels through daily monitoring of staff availability, reviewing of service activity and review of priorities to support clinical services.

Staff from non-clinical, administrative support or corporate departments may be required to enhance the operational response. Therefore no department head should take the unilateral decision to release staff from duty. This decision will be communicated via the Tactical (Silver) Incident Control Centre.

#### **Capital Planning: Estates**

Under the guidance of the Director of Planning (Capital) the Estates Department staff at each site are responsible for gritting and clearing snow

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and ice as necessary throughout their respective sites; subject to other urgent maintenance priorities.

Pre Winter planning has identified priority areas as paths, building access points and ambulance routes to Emergency admission departments. Consideration will also be given to clearing car parks as far as possible, to ensure that vehicles coming on site can park in designated areas and not block access routes.

Upon completion of their core duties, estates staff and a very small cohort of vehicles may be available to support other aspects of the UHB response e.g. transfer of essential staff. However, there should be no expectation that estates staff can provide a wide scale or sustainable staff transportation service. Such an eventuality must be considered within individual Clinical Boards business continuity plans.

## **Capital Planning: Transport (Vehicle Provision)**

It is the duty of every employee to make their own arrangements to facilitate their attendance/ability to undertake their contractual duties. All staff are therefore required to consider their personal travel plans to ensure they can get to work safely during severe weather. Staff are expected to make every reasonable attempt to attend/remain in work.

Where they use a vehicle, staff should review the advice provided by the Highways Agency and motoring organisations when planning journeys to and from their place of work.

In the presence of an increased personal vulnerability e.g. pregnancy or disability staff must ensure that their line managers are informed accordingly. All staff members must remain mindful of their personal safety, and are expected only to make reasonable attempts to attend work. The UHB does not expect staff to put themselves at risk of harm.

During periods of severe adverse weather the UHB has access to a very limited supply of 4 x 4 vehicles and drivers. Several of these vehicles have primary roles in ensuring the gritting and clearing of sites. It is possible – but not guaranteed - that some of these 4 x 4 resources can be redirected to provide a staff transportation facility once their primary role has been fulfilled. However, staff should not assume that the UHB has the ability to provide a wide scale or sustainable transport solution.

## 10.7 Communications and Engagement (Action Card 07)

There are general duties under the Civil Contingencies Act 2004 to warn and inform the public before, during and after an emergency.

If the UHB takes the decision to cancel / restrict services as a result of severe weather conditions, every effort should be made to contact individual patients to prevent any unnecessary travel. In addition a message will be posted on the CVUHB Intranet and appropriate social

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media sites advising of any restriction to services. Messages will be shared with the Cardiff and Vale of Glamorgan Community Health Council (CVOGCHC), and Social Services to ensure the widespread dissemination of consistent messages. In extreme circumstances information may also be communicated via local television and radio stations

The primary role of the Communication team will be to:-

- Establish procedures for contacting other relevant responder organisations, informing them of action already taken/proposed (procedures could involve creation of a physical media cell, organising conference calls/meetings, activation of the major emergency website)
- Coordinate communications activity, to ensure consistency in messages being issued to the public via the media.
- Ensure the provision of a media facility, and identification of an appropriate spokesperson to work with the media /social networking sites if required
- To prevent potential frightening rumours and misinformation by providing accurate and timely information which will help the public overcome concerns and understand what they should do to protect themselves and their families.

## 10.8 Procurement (Action card 08)

The Head of Procurement will liaise with NHS Wales Shared Service Partnership, external contractors and the Joint Equipment Stores to ensure that they have adequate contingency plans in place to deal with severe weather.

When the likelihood of severe weather increases the Head of Procurement will ensure that providers of goods or services are prepared to invoke their contingency plans should the need arise.

It is essential that this card holder liaises directly with the Tactical (Silver) Incident Control Centre to provide timely and proactive updates. In addition, to provide for the Corporate Credit for essential out-of-hours expenditure.

#### 11. Notification of Restrictions/Cancellation of Services

In a timely and proactive manner, the Chief Operating Officer and Clinical Board teams will risk assess all available information in order to decide if it is necessary to cancel / restrict / reschedule clinical services.

When making a decision it is essential to consider the actions of WAST in relation to reduction / cancellation of Non-Emergency Patient Transport Service (NEPTS).

Locality Managers will decide if it is appropriate to keep health centres or clinics open and fully operational.

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All other Clinical Boards who have staff working within the community will ensure that their contingency plans clearly identify mechanisms for such staff to report back on deteriorating conditions and associated risk to themselves or colleagues. Pre-determined local service leads will be responsible for making the decision to cancel / prioritise and restrict community based activity.

#### 12. Roles/Responsibilities of Other Organisations

#### 12.1 Welsh Ambulance Services NHS Trust

The Welsh Ambulance Service Trust (WAST) Head of Service will retain responsibility for risk assessing all Patient Transport and Emergency Ambulance journeys. Decisions regarding prioritisation / cancellation / restriction of journeys will be communicated directly to the UHB Head of Patient Access team.

## 12.2 Local Education Authority

In the event that severe adverse weather affects the operational ability of a school it is highly likely that this will in turn affect UHB staff members. Staff should consult their line manager for relevant Human Resource policy guidance.

There is an expectation that those staff with carer responsibilities consider their personal contingency plan in advance in preparation for any adverse weather event.

#### 12.3 Social Services

The local Social Services Department will need to be engaged at a very early stage to help facilitate the accelerated discharge of patients; or to assist with prioritising the care of vulnerable groups' in the community.

#### 12.4 NHS Wales Shared Services Partnership

The CVUHB Head of procurement / purchasing will be required to liaise with Shared Services Partnership and external contractors to ensure sustainability of the procurement chain, and provide "exception" reports directly to the ICC.

### 13. Accelerated Discharges

In the event of severe adverse weather there may be a requirement to accelerate / increase the level of discharges into home and community settings to increase the bed availability for urgent admissions.

This process must be completed in a coordinated manner which gives due precedence to the safety of discharged patients. Comprehensive written records must be kept which reflect the decision made, the interim location of the patient and their final discharge destination. Electronic patient records must be updated at the earliest opportunity to ensure that individual patients are not lost to follow up.

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If the proposed accelerated discharge is challenged; or there are unresolved concerns in relation to vulnerable individuals; or the validity of a safe and sustainable discharge plan cannot be confirmed then the issue must be escalated. In the first instance this should be via the Lead Nurse accountable for the Directorate concerned. Ultimately if the issues cannot be resolved locally then the Executive Nurse Director will retain overall authority for "Safeguarding" and decision making.

During office hours patients who can be discharged should be transferred to the discharge lounge located on the ground floor of A Block (UHW). There is no corresponding lounge available on the UHL site.

Out of office hours the Tactical (Silver) incident control team will confirm the requirement for accelerated discharges, and identify a staffed holding area if required.

## 14. Warning and Informing

#### 14.1 Key Messages to Staff

Throughout the winter period, the UHB must regularly promote the key messages, encouraging staff to make their own plan, be resilient, and be weather ready.

The UHB does not have a responsibility to get staff to and from work, however in exceptional circumstances such as severe and prolonged adverse weather or for critical/operational requirements, there may be a need to provide transport arrangements.

Staff are encouraged wherever safe and practical to make their own arrangements and to use formalised local arrangements or use accredited and licensed public transport operators

Where staff make their own arrangements, they are advised to ensure they know the individual and are confident of the safety, maintenance, insurance details of the vehicle and the driver offering transport.

Staff are advised to ensure their personal safety first and foremost and not to place themselves or others at unnecessary risk, this includes sharing your name address and personal contact details online without knowing the source.

#### 14.2 Communicating with Service Providers

It is essential to establish clear lines of communication with services based outside the acute hospital sites. Ensure early engagement with the communication hub and locality management teams; and work with General Practitioners and district nurses to identify vulnerable patients on their practice lists.

There is an ongoing necessity to work with neighbouring health and social care organisations and voluntary groups to implement measures to protect

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people in their care and reduce cold-related illness and death in those most at risk.

Service providers have a responsibility to ensure that staff are fit and well, and should facilitate a flu vaccination service to front-line health and social care workers. This will reduce the risk of them passing the virus to vulnerable patients, staff and family members; and help to reduce the level of absenteeism in NHS and care services.

## 14.3 Engaging the Community

The UHB will provide extra help, where possible, to care for those most at risk, including isolated older people and those with a serious illness or disability. This will be facilitated in conjunction with local authorities, social care services, the voluntary sector, communities and faith groups, families and others. This level of intervention should be proactively determined locally as part of the person's individual care plan.

By ongoing collaboration with partner agencies CVUHB will endeavour to secure additional financial help by ensuring that people are claiming their entitlements to benefits. Also to improve living conditions e.g. Care & Repair initiative.

#### 15. Financial Resources

The UHB may incur additional costs when responding to events of severe weather. It is difficult to predict this and such costs will have to be identified as soon after the event as possible. Finance will provide a financial code for the Tactical (Silver) incident control team to use for any urgent expenditure during the event e.g. staff accommodation in local hotels.

#### 16. De-escalation and Debrief

When public transport resumes the staff coordinating transport requests will be stood down. However key members of the Tactical (Silver) control team may need to continue until all normal services are resumed.

As soon as practicable after an incident, a debrief will take place to ensure that lessons are learned. A debrief can be called by either the most senior person leading the coordination response to the incident or by the EPRR team.

A training needs analysis will be undertaken after each incident debrief in order to ensure that staff are equipped with the correct skills to respond to these events.

#### 17. Non Conformance

Although this document is not mandatory, failure to comply with the Civil Contingencies Act 2004 and/or Health and Safety legislation could result in

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prosecution or proceedings being undertaken in accordance with the relevant UHB Policy.

## 18. Monitoring, Audit and Review

The Head of EPRR will review the effectiveness of this plan every 3 years. Should the UHB experience severe weather conditions where it has been identified that there have been operational difficulties a full review will be undertaken and findings will be reported to the Business Continuity forum chaired by the Chief Operating Officer. In addition, overall accountability will lie with the UHB EPRR Strategic Oversight Group.

## 19. Equality Impact Assessment

CVUHB is committed to ensuring that, as far as is reasonably practicable, the way we provide services to the public and the way we treat our staff, patients and others reflects their individual needs and does not discriminate, harass or victimise individuals or groups. These principles run throughout our work and are reflected in our core values, our staff employment policies, our service standards

#### 20. Distribution

This Procedure will be available for viewing via the UHB Intranet.

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## Appendix 01: High Risk Groups

The following are examples of sub categories, as well as living conditions and health conditions which may place people at risk:-

- Over 75 years old.
- Otherwise "frail" older people.<sup>1</sup>
- Children under the age of 5.
- Pre-existing chronic medical conditions such as heart disease, stroke or transient ischemic attack (TIA), asthma, chronic obstructive pulmonary disease (COPD) or diabetes.
- Mental ill health that reduces individual's ability to self-care.
- Dementia.
- Learning disabilities.
- Assessed as being at risk of, or having had, recurrent falls.
- Housebound or otherwise low mobility.
- Living in deprived circumstances.
- Living in houses with mould.
- Fuel poor (needing to spend 10% or more of household income on household heating.
- Older people who live alone, and do not have additional social services support.
- Homeless people, or people sleeping rough.
- Other marginalised groups.

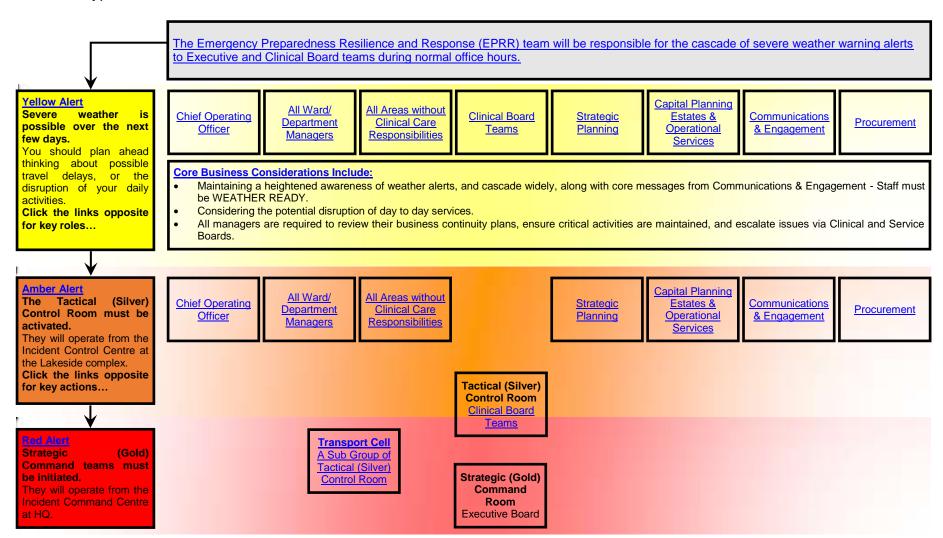
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People, usually older, who have impairment of their activities of daily living. Though more often used in research settings, the frailty phenotype or a frailty index can be used to quantify frailty.

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## **Appendix 02: Summary of Key Actions Flow Chart**

Click the hyperlinks in the flow chart below to access the detail within the document:-



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## **Appendix 03: Action Cards**

The following section contains action cards as follows:-

Action Card 01: Chief Operating Officer/ Executive Director

Action Card 02: All Ward/Departmental Managers

Action Card 03: All Areas without Direct Clinical Care Responsibilities

Action Card 04: Clinical Board Teams

4a: Communication Cell

**4b:** Staffing Cell

4c: Transport Cell

4d: Accommodation Cell

Action Card 05: Strategic Planning

Action Card 06: Capital Planning, Estates and Operational Services

**6a:** Transport (Vehicle Provision)

6.2: Staff Accommodation

6.3: Linen Services

6.4: Catering Services

Action Card 07: Communication Team

Action Card 08: Head of Procurement

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#### Action Card 01: Chief Operating Officer/ Executive Director

Disruption associated with adverse weather should be considered as a Business Continuity incident. Therefore the Strategic level leadership will be provided by the Chief Operating Officer/Executive Director.

## Responsibilities

- To ensure that the response to adverse weather across the Health Board is proportionate, robust and coordinated.
- To provide strategic leadership, and communicate organisations priorities.

## **Preparation**

- When in receipt of an 'Amber' warning, initiate the Tactical (Silver) control centre.
- Upon receipt of 'Red' alert, activate the Strategic (Gold) command centre

#### Response

- Ensure that Clinical Boards and corporate departments are implementing their business continuity plans.
- Confirm that supporting cells have been established (Staffing, Transport, Accommodation, and Communication).
- Support the Tactical (Silver) Control team by providing Strategic direction, and specific objectives (if required.)
- Liaise with other Health Boards and agencies as/when required.
- Provide an appropriate response to the media and other external agencies
- If required attend, or delegate an Executive Director to the multi-agency Strategic Coordination Group (SCG). The person attending must have authority to commit UHB financial and staff resources without recourse to anyone else.

#### **Debrief**

This action card holder will attend the post incident debrief.

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## Action Card 02: All Ward/Departmental Managers

#### Responsibilities

- All UHB employees have responsibilities to ensure the safety of themselves and others.
- It is the duty of every employee to make their own arrangements to facilitate their attendance/ability to undertake their duties. All staff are therefore expected to make every reasonable attempt to attend/remain in work.
- HR and line managers will provide advice and <u>HR Guidance</u> to staff on attending work during severe weather conditions in accordance with this procedure.

#### **Preparation**

- Line managers must identify which essential staff may require transport in the
  event of a 'Red' alert being issued. (See Action Card 4d). This should be
  completed in advance of the event and should take into consideration where staff
  live, any personal limitations or health issues and the anticipated duration of the
  severe weather event.
- Line managers are to ensure staff contact lists are maintained.
- Staff must be advised that the UHB has very limited access to 4x4 vehicles, and will prioritise all requests for assistance. It is probable that not all request will be accepted.

- Activate Business Continuity Plans.
- Identify essential staff that will be required to ensure continuity of a safe service.
- Wards and departments to identify those staff due to attend work/cover on-call during the next 24-48 hours. Identify where they live in relation to their work base and/or whether they have carer responsibilities.
- Where possible organise shifts/on-call to ensure that those living closest or on a main route and can travel safely to work are covering immediate shifts/on-call.
- Ascertain whether they are able to safely walk/use public or private transport to get to work.
- Transportation or accommodation requests supported by line managers must be escalated to the Clinical Board teams.
- Please remember that UHB transport and accommodation is VERY limited.
  It cannot be guaranteed and must be authorised by line managers. No request will be considered by the Tactical (Silver) incident control team without prior validation
   by
   the
   Clinical
   Board

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#### Action Card 03: All Areas without Direct Clinical Care Responsibilities

## Responsibilities

- All UHB employees have responsibilities to ensure the safety of themselves and others.
- It is the duty of every employee to make their own arrangements to facilitate their attendance/ability to undertake their duties. All staff are therefore expected to make every reasonable attempt to attend/remain in work.
- HR and line managers will provide advice and <u>HR Guidance</u> to staff on attending work during severe weather conditions in accordance with this procedure.

## **Preparation**

- Line managers must identify which essential staff will require transport in the event of a 'Red' alert being issued. (See Action Card 4a). This should be completed in advance of the event and should take into consideration where staff live, any personal limitations or health issues and the anticipated duration of the severe weather event.
- Line managers are to ensure staff contact lists are maintained.
- Staff must be advised that the UHB has very limited access to 4x4 vehicles, and will prioritise all requests for assistance. It is probable that not all request will be accepted.
- Line managers to be prepared to release available staff to support core clinical functions.

- Activation Business Continuity Plans.
- Do not assume that non-clinical staff can be released at the commencement of an adverse weather event. Direction must be sought from the Tactical (Silver) incident control team, as those members of staff may be redeployed to support the work of the four core support cells or to operational duties.
- All teams to identify those staff due to attend work/cover on-call during the next 24-48 hours. Identify where they live in relation to their work base and/or whether they have carer responsibilities.
- Where possible organise shifts/on-call to ensure that those living closest or on a main route and can travel safely to work are covering immediate shifts/on-call.
- Ascertain whether they are able to safely walk/use public or private transport to get to work.
- Transportation or accommodation requests supported by line managers must be escalated to the Service Board Manager with responsibility for the function.
- Please remember that UHB transport and accommodation is VERY limited. It cannot be guaranteed and must be authorised by line managers. No request will be considered by the Tactical (Silver) incident control team without prior validation by the Service Board.

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Action Card 04: Clinical Board Teams

## Responsibilities

Clinical Boards are responsible for ensuring that areas under their control have business continuity plans in place to respond in the event of severe weather, i.e. identify the risk of significant reduction in staff in their areas.

Co-ordinate the UHBs service provision and response to an event by establishing Tactical (Silver) Control Room to support both primary and secondary care services.

Liaise with Chief Operating Officer (Executive Director on Call out of hours) to provide updates and situation reports as and when necessary.

#### **Preparation**

- Tactical (Silver) Incident Control Centre will be activated on receipt of an "amber" weather alert. This will be located at Lakeside and must not be moved to the main building.
- On receipt of a "red" weather alert, the Chief Operating Officer (Executive Director on call out of hours) will initiate Strategic (Gold) incident command centre at Woodland House.
- Planning should where possible, compliment other business continuity arrangements and reflect other divisional plans
- Pre-identify non-essential services that may need to be reduced/cancelled during a severe weather event.

#### Response

Confirm that the operational (Bronze) teams have initiated their Business Continuity Plans and commenced actions on Cards 02 & 03. Issues to consider include:-

- ~ Present demand and capacity profiles
- ~ Reduced staffing
- Necessity to reduce / reschedule / cancel services
- Availability of patient transport for admission / discharge
- Site safety issues for patients, staff and visitors
- ~ Accommodation for staff unable to return home
- Communication difficulties
- Excess demand for catering
- ~ Temporary supply shortages
- ~ Disruption to utilities
- Traffic management problems

**NB.** Many of these actions could be completed by the establishment of the four core cells – Communication(4a), Staffing(4b), Transport(4c) and Accommodation & Communication(4d).

#### **Debrief**

This action card holder will attend the post incident debrief.

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Action Card 4a: Communication Cell

**Card holder(s)** Member of the communication and engagement team

## Responsibilities

The Card holder will establish procedures for contacting other relevant responder organisations, informing them of action already taken/proposed (procedures could involve creation of a physical media cell, organising conference calls/meetings, activation of the major emergency website)

The holder would be required to coordinate communications activity, to ensure consistency in messages being issued to the public via the media, to include the provision of a media facility, and identification of an appropriate spokesperson to work with the media /social networking sites.

The aim being to prevent potential frightening rumours and misinformation by providing accurate and timely information which will help the public overcome concerns and understand what they should do to protect themselves and their families

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Action Card 4b: Staffing Cell

**Card holder(s)** Lead Nurse(s) – as identified by the Tactical (Silver) incident control centre.

## Responsibilities

The primary role is to ensure that all clinical areas have activated their Business Continuity Plans to address loss of staff.

- Prepare a rota for staff to support this work for the next 24-48hrs. Shifts should not exceed 6hrs.
- Ensure that all wards and departments have identified essential staff that will be required to ensure continuity of a safe service and are due to attend work/cover on-call during the next 24-48 hours.
- Monitor compliance in accordance with local business continuity arrangements.
- Receive exception reports and escalate to Tactical (Silver) Incident Control Centre if local resolution cannot be achieved.

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Action Card 4c: Transport Cell

**Card holder(s)** Senior non-Clinical Manager – as identified by the Tactical

(Silver) Incident Control Centre.

#### Responsibilities

The primary role is to ensure that under the direction of the Tactical (Silver) Control Room, the cell assists with the management, co-ordination and provision of transport to and from work for essential staff (as identified by the Clinical Boards) in the event of adverse weather.

#### This will include:-

- Liaison with the Head of sustainable transport.
- Confirmation of 4x4 vehicles to support transportation.
- Confirmation of the number of drivers available.
- Creation of a rota for drivers and vehicles to cover the period of disruption.
- Confirmation of the pre-identified staff collection points.
- Production of driver/vehicle worklists for transport to and from work for essential

staff (as identified by the Clinical Boards).

• Communicating with essential staff when transport has been allocated.

#### **Preparation**

In advance of adverse weather, the UHB will ensure that:-

- There are a range of vehicles available to support (additional)
- Identify a pool of <u>non-critical staff</u> across Clinical and Service Boards who will participate in a rota to drive 4x4 vehicles in adverse weather.
- Carry out licence checks and provide 4x4 training for the above staff.
- Identify a pool of <u>non-critical staff</u> across Clinical and Service Boards who will participate in a rota to staff the transport cell in adverse weather.
- Provide training for staff working in the transport cell.
- Pre-identify staff collection points, limited to a 10 mile radius from sites (UHW/UHL). Collection from home address is discouraged.
- Support is available from local 4x4 response charities to supplement the internal preparedness.

- On receipt of a 'Red' Alert, the Tactical (Silver) Incident Control Centre Room will be responsible for establishing this cell.
- Prepare a rota for staff to support this work for the next 24-48hrs. Shifts should not exceed 6hrs.
- Receive pre-authorised requests for transportation from Tactical (Silver) Control.
- Receive exception reports, and escalate to Tactical (Silver) Control if local resolution cannot be achieved.

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Action Card 4d: Accommodation Cell

Card holder(s) Head of facilities / Head of Security / Nominated deputy

## Responsibilities

To support the UHB Tactical (Silver) incident Control Centre ensuring that UHB on site accommodation usage is coordinated and used efficiently.

In addition to coordinate and document use of private off site hotel facilities.

## **Preparation**

In advance of severe weather the Head of Facilities / Security would have made arrangements to identify post holders to staff the accommodation cell during normal working hours.

Out of hours this may be subject to dynamic risk assessment and action by the Tactical (Silver) Incident Control Centre.

- 1. Prepare staff rota to manage the accommodation cell.
  - Monday Friday 08:00 16:00 managed from Pembroke House contactable via 74 3665 and 74 3182.
  - Weekends and Bank Holidays managed from accommodation office collocated within the security control centre.
- 2. Establish a clear communication channel with the Tactical (Silver) Incident Control Centre.
- 3. Identify suitable accommodation on all hospital sites for staff required to remain resident to ensure continuity of service.
- 4. Arrange for accommodation to be provided for staff that are unable to travel home and wish to stay on site in line with the priorities agreed by the Tactical (Silver) Incident Control Centre. However, the availability of such accommodation is likely to be limited. If there is a need for additional room, the accommodation cell will liaise with the Head of Procurement to reserve local hotels.

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**Action Card 05:** Strategic Planning (EPRR Team)

## Card holder(s) EPRR Manager

#### Responsibilities

The Emergency Planning Manager will be responsible for the cascade of severe weather warning alerts to Executive and Clinical Board teams.

In the event of prolonged or widespread Regional disruption the South Wales Local Resilience Forum members will be summoned to the Strategic Coordination Centre. The Head of EPRR will attend in support of the nominated UHB Executive Director.

## **Planning**

On a continuous basis the EPRR team will support the COO in ensuring that all areas receive business continuity training and are aware of the requirement to produce business Continuity Plans.

Throughout the winter period, the EPRR Team will work with the Communications and Engagement Team to regularly promote the key messages, encouraging staff to make their own plan, be resilient, and be weather ready

#### Response

The EPRR team will provide specialist advice as and when required. The team will not be part of the operational business continuity incident response. This role will change in the event that the situation escalates and is determined to be a Major Incident.

#### **Procedure**

Upon receipt of an 'Amber' warning the post holder will:-

- Alert the Chief Operating Officer/Executive Director, to initiate the Tactical (Silver) control room.
- The EPRR team will communicate the requirement to adopt the coordination structures normally associated with a significant business continuity / Major Incident. In practice the response must be proportionate and is most likely to result in the establishment of a Tactical (Silver) Control Room in the first instance – supported by the four core cells identified within the plan.
- Ensure that the Tactical (Silver) Control Room is prepared for activation. This will include identification of named individuals to cover the first shift.

#### **Debrief**

The EPRR Team will-ordinate the post incident debrief

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Action Card 06: Capital Planning, Estates and Operational Services

Card holder(s) Director of Capital Planning / Senior Estates Manager

#### Responsibilities

In the event of adverse weather, Capital and Estates Service will, as far as reasonably possible and practicable within available resources, maintain safe access via roads and pavements to the essential routes on hospital and health centre sites.

#### **Planning**

Ensure business continuity plans and escalation processes are in place to continue to provide services (e.g. catering / linen) during severe weather. Plan and prepare for severe weather in advance of winter months to ensure safe access to UHB hospital and clinic sites.

## Response

Information received from the met office will determine the course of action required:

- Dynamic risk assessment
- Pre-gritting / Snow / ice clearing
- Signage on main entrance to site and car parks where appropriate.
- Levels of equipment

#### **Procedure**

- 1. When automatic early and/or flash weather warnings are received the Senior Estates Manager will establish the most appropriate course of action, e.g. gritting, snow/ice clearing.
- 2. The estates department (on call manager out of hours) will initiate the on call snow rota and identify staff (rota watch) who will be deployed to specific sites.
- **3.** The Estates Department will ensure that gritting and snow/ice clearing equipment and other resources are available: -
  - Salt
  - Equipment, i.e. 4x4, quads, p0loughs, tractors, salt spreaders
  - Staff available to undertake snow clearing duties (on-call rota)
  - Contracts i.e. Local Council road gritting/Hire Companies
- **4.** In the event of severe snow falls, the estates on call manager may make the decision to close car parks.

Liaise with Tactical (Silver) Incident Control centre to advise of any potential risks

## Debrief

This action card holder will attend the post incident debrief.

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**Action Card 6.1:** Transport (Advice)

## Card holder(s) Head of Sustainable Transport

## Responsibilities

- 1. Provide expert advice relating to staff and patient transport in the event of severe weather to the Tactical (Silver) Incident Control Centre and the transport cell.
- 2. Prepare an administration staff rota to support the transport cell.
- **3.** To collate and disseminate information to the Tactical (Silver) and strategic communication teams regarding the status of: -
  - Local and regional travel information
  - The Welsh Ambulance Services Trust
  - Public transport arrangements
  - The Health Courier Service
  - 4 x 4 transport availability (NHS or St John)
- **4.** Maintain a database of all 4x4 vehicles in UHB and confirm process to access fleet during severe weather.
- **5.** Maintain data base of approved voluntary agencies who can offer 4x4 vehicles.

#### **Planning**

Ensure contracts with key patient transport agencies include business continuity plans and that services have escalation processes in place to continue to provide their services during severe weather event

#### **Debrief**

This action card holder will attend the post incident debrief.

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## Action Card 6.2: Staff Accommodation

Card holder(s) Head of facilities / Head of Security

## Responsibilities

To support the UHB incident response by ensuring that UHB on site accommodation usage is maximised. Providing accommodation on a 12 hourly rotational basis for staff unable to return home.

## **Planning**

During periods of routine business (status green) the Head of Commercial Services will liaise with accommodation management team to ensure that they have adequate contingency plans in place to deal with severe weather.

Arrangements to include pre identified roles / posts to staff the accommodation cell during normal working hours. Concurrently demonstrate planning to deal with out of hours requests.

#### Response

- 1. Identify suitable accommodation for staff required to stay on site during their rest period (between shifts) to ensure continuity of service.
- 2. Maximise on site accommodation facilities during period of potential severe weather (either forecast or between November and March).
- **3.** Prepare staff rota to manage the accommodation cell which will be implemented in the event of an adverse weather amber alert.
- **4.** Establish the Staff Accommodation cell to co-ordinate and provide free of charge accommodation for staff who (via Tactical Silver control) are identified as needing this facility.
  - Monday Friday 08:00 16:00 managed from Pembroke House contactable via 74 3665 and 74 3182.
  - Weekends and Bank Holidays managed from accommodation office collocated with the security control room.
  - ~ Pre-arranged keys will be available for collection from the security.
- **5.** Arrange for accommodation to be provided, where available for staff that are unable to travel home and wish to stay on site. However, the availability of such accommodation is likely to be limited.
- **6.** If there is a need for additional room, the accommodation cell will liaise with the Head of Procurement to reserve local hotels.

#### **Debrief**

This action card holder may be required to attend the post incident debrief.

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Action Card 6.3: Linen Services

Card holder(s) Head of Commercial Services / Linen service manager

#### Responsibilities

To support the UHB incident response by ensuring an adequate and sustainable linen service throughout the period of adverse weather.

## **Planning**

During periods of routine business (status green) the Head of Commercial Services will liaise with external contractors to ensure that they have adequate contingency plans in place to deal with severe weather. They will review these arrangements annually, or upon tendering for new contracts.

#### Immediate action

- 1) When the likelihood of severe weather increases (yellow alert) the Head of Commercial Services will confirm that providers of goods or services are prepared to invoke their contingency plans should the need arise.
- 2) Proactively prepare a delivery schedule for linen services team which can be implemented in the event of adverse weather amber alert thus ensuring stock levels can meet an increase in demand during severe weather event
- 3) Upon receipt of Amber alert, the Head of Commercial Services must be prepared to provide a situation report to the Tactical (Silver) incident Control Centre. This must confirm that contingency plans have been activated and identify any perceived weaknesses in the linen supply chain.
- 4) Procure and distribute additional laundry stocks to facilitate the accommodation of staff, both in residences, and designated clinical areas.
- 5) Staff from non-clinical areas must not assume they can leave site. A core critical mass of staff must be retained during normal office hours to ensure continuity of service, and trouble shoot any issues which occur.

#### **Debrief**

This action card holder may be required to attend the post incident debrief

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## **Action Card 6.4:** Catering Services

Card holder(s) Head of Commercial Services / Senior catering manager

#### Responsibilities

To support the UHB incident response by ensuring an adequate and sustainable catering service throughout the period of adverse weather.

#### **Planning**

During periods of routine business (status green) the Head of Commercial Services will liaise with the Head of procurement and external contractors to ensure that they have adequate contingency plans in place to deal with severe weather. They will review these arrangements annually, or upon tendering for new contracts.

#### Immediate action

- When the likelihood of severe weather increases (yellow alert) the Head of Commercial Services will confirm that providers of goods or services are prepared to invoke their contingency plans should the need arise.
- 2) Proactively Prepare a rota for catering services team which can be implemented in the event of adverse weather amber alert.
- 3) Upon receipt of Amber alert, the Head of Commercial Services must be prepared to provide a situation report to the Tactical (Silver) incident Control Centre. This must confirm that contingency plans have been activated and identify any perceived weaknesses in the patient and staff catering supply chain.
- 4) Cardholder must ensure that arrangements are in place to provide additional, 24-hour, service to staff who have to remain on site.
- 5) Staff from non-clinical areas must not assume they can leave site. A core critical mass of staff must be retained on a 24-hour basis to ensure continuity of service, and trouble shoot any issues which occur.

#### **Debrief**

This action card holder may be required to attend the post incident debrief

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**Action Card 07:** Communications and Engagement Team

Card holder(s) Head of Strategic Communication and Engagement.

## Responsibilities

Support the UHB in discharging the "warning and informing" responsibility contained within the Civil Contingency Act (2004).

The Communications and Engagement Team must be prepared to deploy staff to support:-

- Tactical (Silver) Control Centre (Lakeside) which will be activated on receipt of an "amber" weather alert.
- Strategic (Gold) Command Centre (Woodland House) which will be activated on receipt of a "red" weather alert.

#### **Planning**

Throughout the winter period, the Communications and Engagement Team will work with the EPRR Team to regularly promote the following messages, encouraging staff to make their own plan, be resilient, and be weather ready: -

## Be WEATHER READY.

Whilst the UHB has a Severe Adverse Weather Plan which provides the framework for coordinating its response to a sudden or prolonged period of adverse weather; we should all be WEATHER READY, and think ahead, and take responsibility for our individual resilience. **Please consider the following steps:-**

- How will you get to and from work in adverse weather?
- Is it feasible to safely walk to work?
- ~ Know your public transport options.
- Is there a family member, neighbour or friend with a 4x4 who can assist?
- ~ Where will you stay overnight if your travel arrangements are disrupted?

# What if you are due to attend, or already in work when adverse weather arrives?

It is the duty of every employee to make their own arrangements to facilitate their attendance/ability to undertake their duties. All staff are expected to make every reasonable attempt to attend/remain in work. Therefore please consider the following:-

- If you have carer responsibilities, who will be able to assist if you need to get to work, or are unable to get home?
- If you are at home preparing to come in bring an overnight pack (including a sleeping bag) in case you need to stay at the hospital.
- ~ Think ahead can you stay close by with family, friends or colleagues?

**NB.** The UHB has extremely limited access to 4x4 vehicles and accommodation. These services will only be activated upon receipt of a RED alert; and can only be

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made to support essential staff who have not been able to make other arrangements.

#### I don't have a direct clinical care role, this won't apply to me?

**DO NOT** assume you will automatically be released from duty. Your role may well be critical to the organisation or you may be needed to help elsewhere. Therefore...

- Plan how will you get to and from work in adverse weather.
- If you have carer responsibilities, consider who will be able to assist if you need to get to work, or are unable to get home.
- Speak with your line manager about rota flexibility, and potential alternative work location.
- Be prepared to assist with other tasks around the hospital.

## Response

- 1. Receive a brief from the Chief Operating Officer/ Executive Director, support and advise appropriately.
- 2. Liaise with Tactical (Silver) Incident Control Centre team. If sufficient staff available send a media officer to the Tactical (Silver) Incident Control Centre.
- Establish procedures for contacting other relevant responder organisations, informing them of action already taken/proposed (procedures could involve creation of a physical media cell, organising conference calls/meetings, activation of the major emergency website).
- 4. Be prepared to activate an internal communication cell to ensure consistency in messages being issued to the public and staff. Simultaneously to monitor social media for any adverse publicity
- 5. Ensure the provision of a media facility, and identification of an appropriate spokesperson to work with the media /social networking sites.
- 6. Use UHB intranet to alert staff to ongoing incident.

#### Debrief

This action card holder will be required to attend the post incident debrief.

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**Action Card 08:** Head of Procurement

Card holder(s) Head of Procurement / nominated deputy.

#### Responsibilities

To lead the UHB business continuity planning to ensure a sustainable supply chain.

#### **Planning**

During periods of routine business (status green) the Head of Procurement will liaise with external contractors, NHS Wales Shared Service Partnership and the Joint Equipment Stores to ensure that they have adequate contingency plans in place to deal with severe weather. They will review these arrangements annually, or upon tendering for new contracts.

#### **Immediate Actions**

- 1) When the likelihood of severe weather increases (yellow alert) the Head of Procurement will confirm that providers of goods or services are prepared to invoke their contingency plans should the need arise.
- 2) Upon receipt of Amber alert, the Head of Procurement must be prepared to provide a situation report to the Tactical (Silver) incident Control Centre. This must confirm that contingency plans have been activated and identify any perceived weaknesses in the supply chain.
- 3) Cardholder must ensure that arrangements are in place to allow the accommodation cell to purchase external (hotel) accommodation if required out of hours.
- 4) Staff from non-clinical areas must not assume they can leave site. A core critical mass of staff must be retained during normal working hours to ensure continuity of service, and trouble shoot any issues which occur.

#### **Debrief**

This action card holder may be required to attend the post incident debrief.