

Incident Response Plan

Plan Name:	Pandemic Influenza
Plan Owned by:	Director of Corporate Services
Nominated Manager:	Head of Democratic Services & Corporate Assurance
Date Completed:	January 2017
Review Due	January 2019
Version	V 1.0

Introduction

The purpose of this plan is to provide guidance for managers on the affects Dorset and Wiltshire FRS can expect when there is a business continuity event due to a Pandemic Influenza outbreak in the UK and the possible mitigation that can be put into place.

Plan Features

- **What are the assumptions of this plan**

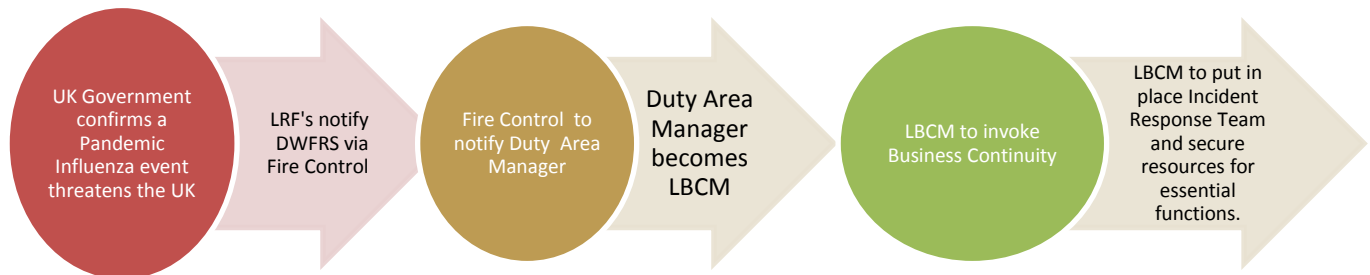
The upper range of statistics from current Government departmental guidance has been used;

- A future influenza pandemic could emerge at anytime, anywhere in the world including the UK
- It is not possible to stop the spread or to eradicate the virus
- From arrival in the UK, it will be 1-2 weeks until cases are reported from all major population centres
- DWFRS can reasonably expect to receive 2 weeks' notice of a Pandemic influenza event. However, it took only a few days in the 2009 swine flu pandemic to move to the response activation phase from the point that the World Health Organisation (WHO) advised that there was an increased risk of a pandemic.
- Local hotspots may occur and be more highly peaked than the national average
- Vaccine supplies may not start to be available for four to six months from the emergence of the new virus.
- The event may consist of a single or multiple waves of infection
- Each wave can be expected to last between 14 – 16 weeks with a peak infection rate lasting for approximately 3 weeks.
- A clinical attack rate of 50% of staff is expected (the % of all staff who will be infected in each wave)
- We can expect this to translate to an infection rate of between 10-12% per week.
- Adults are infectious for up to 5 days from the onset of symptoms.
- Children are infectious for up to 7 days from the onset of symptoms.
- Normal length of absence of 7 – 10 days.
- As DWFRS is not a large national employer and we also have small specialist teams DWFRS should plan for absence rates of between 30-35%. This is in addition to our normal rates of absence. (i.e. 40% total)
- Hospitalisation following infection up to 4%
- Death following infection will be up to 2.5%

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- Schools, colleges and universities will close dependant on the nature and severity of the Pandemic event
 - Mass public gatherings are likely to be restricted or banned.
 - There are likely to be restrictions over travel, possibly including a limitation of public transport availability
 - The capacity of our suppliers and partners will be similarly
 - Those with children or dependents who are ill will be unlikely to attend work.
 - There will be a high likelihood of our staff suffering a family bereavement during a pandemic event.
 - The capacity of churches, crematoriums, funeral directors to cope with the additional burden will lead to extensive delays.
 - The funeral delays will extend the bereavement process which will have an impact on our staff. This will be exacerbated by additional delays from financial institutions, legal professionals and Government probate offices who will be similarly overwhelmed.
 - Post pandemic it will be considerably more difficult to recruit leading to an extended period before the restoration of normality.
- **When should this plan be invoked** – When an impending Pandemic Influenza event has been confirmed by the UK Government.
 - **What should the plan achieve:** The preparedness of DWFRS as whole and by department for the expected effects of a UK wide or localised Pandemic Influenza event to ensure that the Service fulfils its Statutory duties as specified within the Civil Contingencies Act and Fire & Rescue Service’s Act.

Invoking Business Continuity Arrangements



Roles and Responsibilities

For full roles and responsibilities see 'Business Continuity Resources' within the Business Continuity Procedure.

The minimum level of resources required for an incident response pandemic business continuity event is;

- Lead Business Continuity Manager
- Head of Democratic Services & Corporate Assurance (or equivalent)
- Incident Response Team Lead
- Local Resilience Forum (LRF) Liaison Officer x 2
- Administration Support
- Loggist

- Media and Communication Manager
- Senior Manager representing Control
- Operations Manager
- Assets Manager
- HR Manager
- H & S Manager

Lead Business Continuity Manager (LBCM)

- Has overall responsibility for managing the event and incident response team.
- Support and report to the Crisis Management Team.
- Consider liaising with the Local Resilience Forums and other Government departments where appropriate.
- The LBCM will also decide when the Service reverts to 'Business as Usual' in conjunction with the Crisis Management Team, when in place.

Head of Democratic Services & Corporate Assurance (or equivalent)

- Providing advice on business continuity
- Ensure the appropriate plans and processes are available, being used and implemented.
- Support the application of the processes and plans
- Ensure that a review is completed after the event to evaluate the effectiveness of the arrangements and make adjustments where appropriate
- Complete any other duties as assigned by the LBCM

Media and Communications Manager

- Prepare and issue all communications subject to final clearance by the LBCM
- Assist all areas of the Service with preparation and distribution of communications.
- Record and deal with requests for communications from external sources
- Ensure that internal communication continues and that staff are well informed
- Monitor and respond to social media
- Report matters arising to the LBCM
- Provide support to Officers prior to interviews and conferences
- Complete duties as requested by the LBCM

Incident Response Team Lead

- Provide leadership and direction to the Incident Response Team
- Identify and manage the resources required to manage the incident and the recovery
- Ensure that the event is managed in line with the Services business continuity arrangements
- Have responsibility for the completion of the administration for the event
- Ensure appropriate communication, liaison and support is provided to Control
- Support the LBCM and provide duties as directed

Administration Support

- Set up hardcopy and external files to support the management of an event and ensure appropriate access levels
- Provide copies of the relevant plans and procedures to the officers and teams involved as required
- Ensure the completion of decision and issues logs
- Locate and provide contact details as requested
- Answer and direct telephone calls
- Take minutes of meetings
- Complete duties as directed by the LBCM and Incident Response Team Lead

Senior Manager Control

- Maintain Service Control requirements in Appendix B

Note: A decisions and issues log must be recorded from the outset of an event. Where the LBCM and Incident Response Team Lead are in differing locations a loggist will be required at each location to capture decisions and issues as they arise.

Crisis Management Team (CMT)

In the event of a significant interruption, defined on appendix C (Control response matrix), a Crisis Management Team will be required. The CMT will consist of members of the Strategic Leadership Team, appropriate to deal with the business continuity event; they will be supported by the Head of Democratic Services & Corporate Assurance (or equivalent) and the LBCM.

The minimum membership for the CMT in the case of a pandemic event will be;

- Lead Business Continuity Manager
- Head Democratic Services & Corporate Assurance (or equivalent)
- All members of Strategic Leadership Team
- Loggist

The CMT will:

- Assess the impact on the Service, our partners and the community
- Manage the strategic elements of the incident
- Formulate the Service's overall strategic response to the business interruption.

Major Activities

Highlight below are the main activities that will be affected by this event/emergency, the activities have been risk assessed and scored Serious, Major or Catastrophic, using the Business Continuity element of the Service’s Risk Matrix, taking only the impact assessment into account. Consideration should also be taken of the Services Critical Activities Matrix.

Serious There can be some suspension of up to 7 days.	Major There can be a delay of a maximum of 24 hours.	Catastrophic The Service can not fail – full availability must be maintained.
The failure of a <u>department</u> to deliver a key function (up to 7 days) requiring the introduction of local department business continuity arrangement	Partial delay of the <u>Service</u> to deliver a critical function (up to 24 hours) requiring the introduction business continuity arrangements.	The failure of the <u>Service</u> to deliver an emergency response requiring the introduction of full business continuity arrangements.

List the main activities disrupted by the event	Impact Score (3-5)
Receipt of Emergency Calls	5
Mobilising of resources in response to requests for assistance from the public, other emergency services or NFSP partners.	5
Incident Ground Support	5
Delivering incident command resources and information (including FF, Officer and specialist role)	5
Maintenance of acceptable levels of “Fire Cover” within the service area (including officer resources)	4
Maintenance by ICT of remote access systems to enable remote working arrangements including the conference call system.	4
Maintenance of the staff web site for communication purposes	4
Planned and reactive maintenance of emergency response fleet	4
Delivery and collection service to all DWFRS sites	4
Planned and reactive maintenance of equipment	4
Delivery of competence related training and legal compliance	4
Finance department requirements i.e. paying the bills (HRMC, VAT, Fuel Cards)	4
Statutory Provision of fire safety advice	4
Sickness reporting & Overtime Recording	4
Provision of telephone switchboard	4
Accident reporting & Notifications	4
Defect reporting	3
Occupational health provision	4

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Delivery of competence related training (operational licence) and legal compliance (RTIB)	4
Provision of HR advice to managers and staff	4
Trauma Risk Management (TRIM) intervention	4
Statutory provision of fire safety advice	4
Democratic Services	3

Catastrophic Impact Activities	
Activities that cannot be disrupted	
1	Receipt of emergency calls
2	Mobilising of resources in response to requests for assistance from the public, other emergency services or NFSP partners.
3	Incident ground support
4	Delivering incident command resources and information (including FF, Officer and specialist role)

Major Impact Activities					
How long can the Service tolerate disruption of this Activity (Place an X in the relevant box)					
List the Major Impact Activities from above : Up to →		1Hr	4Hrs	8Hrs	24Hrs
1	Maintenance of acceptable levels of "Fire Cover" within the service area (including officer resources)	X			
2	Maintenance by ICT of remote access systems to enable remote working arrangements including the conference call facility	X			
3	Maintenance of the staff web site for communication purposes	X			
4	Sickness reporting				X
5	Accident reporting and notification				X
6	Provision of telephone switchboard			X	
7	Loss of remote working capability			X	
8	Loss of remote conferencing capability			X	
9	Delivery and collection service to all DWFRS sites	X			
10	Defect Reporting			x	

Serious Impact Activities			
How long can the Service tolerate disruption of this Activity (Place an X in the relevant box)			
List the Serious Impact Activities from above : Up to -->		48 Hrs	7 days
1	Loss of reactive maintenance for operational vehicles and equipment	X	
2	Finance department requirements i.e. paying the bills (HRMC, VAT, Fuel Cards)		X
3	Delivery of competence related training (operational licence) and legal compliance (RTIB)		X
4	Statutory Provision of fire safety advice		X
5	Occupational health provision		x
6	Absence and overtime recording – additional provision to support HR department and inputting to Management Information System (MIS)	X	

7	Provision of HR advice to managers and staff	x	
8	Trauma Risk Management (TRIM) intervention		x
9	Democratic Services		x

Recovery Plan

The planned actions within this recovery plan support and provide direction for the continuation and re-establishment of the activities prior to, during and following an event.

Prior to the Event (assumption that DWFRS has received the expected 2 weeks' notice of a pandemic event reaching the UK.)

	Activity	Response Measures	Person Responsible
1	Control will receive an official notification which should be forwarded to the Duty Manager and Senior Duty Manager. Appoint Lead Business Continuity Manager (LBCM)	Due to the nature of this type of event single points of failure need to be minimised. The LBCM may require a designate who is fully briefed in case of infection.	SLT
2	LBCM to establish Incident Response Team (IRT)	To manage the event the team must include: Lead Business Continuity Manager – as appointed by SLT Head of Democratic Services & Corporate Assurance (or equivalent) Incident Response Team Lead Local Resilience Forum (LRF) Liaison Officer x 2 Administration Support Loggist Media and Communication Manager Senior Manager representing Control Operations Manager Assets Manager HR Manager	LBCM

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		H & S Manager	
3	Crisis Management Team (CMT) and an Incident Response Team to be established. Both will be required to review Appendix A – Background document	Due to the nature of this type of event a CMT should be put in place immediately.	LBCM
4	<p>Provision of information to staff, internal and external stakeholders.</p> <p>Confirm incoming information via the two LRF's. This will be a Health lead. With an expected daily update on pandemic information and advice to employers and public.</p> <p>Confirm DWFRS information delivery routes for staff. (Intranet, Website)</p> <p>Identify stakeholders for event and ascertain potential impacts across all departments. Review any pre prepared media releases, Information and guidance information.</p>	<p>Ensure up to date information is received</p> <p>Invoke and use the Communications and Media Incident Response plan.</p> <p>Inform all stakeholders of the potential impacts and when they can expect to receive further information. Consider completing a communications plan.</p>	<p>LBCM</p> <p>Media and Communication manager</p> <p>IRT Lead</p> <p>Media and Communication manager</p>
5	Confirm critical elements for the delivery of service – Review list of activities affected by the event included in this plan and use Appendix B to review and record.	<p>Review Appendix B Critical Elements for the Delivery of Service – appended to this plan.</p> <p>Review Critical Activities Matrix, appended to the Services Business Cont. procedure.</p> <p>Use disposition of appliance plan for operational response</p>	LBCM/IRT Lead
6	Confirm liaison officer arrangements for Wiltshire & Swindon LRF and Dorset LRF	<p>Allocate LRF Officers to both LRF's</p> <p>LRF Officers to become</p>	<p>LBCM</p> <p>LRF Leads</p>

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		<p>Service leads for daily updates.</p> <p>Make sure that appropriate briefings are planned to ensure consistency of DWFRS position at both LRF groups.</p> <p>Note: There are no specific roles or functions for DWFRS during a pandemic other than “support the LRF incident response procedures in accordance with the Emergency Multi-Agency Procedures Guide”.</p>	LBCM
7	Identify available loggists from list (available from Fire Control General Information pages/or business cont. procedure) to assist in recording the event timeline and decision log.	Early attendance will reduce the reliance on memory and assist in the compilation of any required reports.	IRT lead

During Pandemic Event (Daily Review Cycle)

	Activity	Response Measures	Person Responsible
1	Incident Response Team to meet daily – via Webex etc	Daily meeting times to be set. Loggist to take full notes on decisions and issues	IRT Admin IRT Admin
2	Review Appendix B Critical Elements for the Delivery of Service document	As part of the daily meeting	LBCM
4	Daily review of available information from: Local Resilience Forums Department of Health etc. Daily review of DWFRS departments sickness \ absence levels and their ability to maintain critical functions.	All Members of IRT to provide daily update on the progress and issues within their appropriate areas.	LBCM/IRT Lead
5	Provide full up to date report to CMT	Provide a daily update to the CMT team.	LBCM

Service Impact Analysis

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To support the implementation and management of this plan the following minimum resources, vehicles & equipment, ICT and alternative premises will be required.

Resources	
Prior to event and during (assumption that there is a two week advance warning)	<ul style="list-style-type: none"> • Lead Business Continuity Manager – as appointed by SLT • Head of Democratic Services & Corporate Assurance (or equivalent) • Incident Response Team Lead • Local Resilience Forum (LRF) Liaison Officer x 2 • Administration Support • Loggist • Media and Communication Manager • Senior Manager representing Control • Operations Manager • Assets Manager • HR Manager • H&S Manager

This Plan is linked to the Services critical activities matrix. During the event the Lead Business Continuity Officer or Incident Response Team Lead will need to review the critical activities matrix to ensure that the Service fulfils its requirements as a Category 1 Responder.

Supporting Plans/Information for Event.
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During this event the following Service plans and information should be used to support and aid decision and regain business as usual.

Plan/Information	Location
Pandemic influenza Background Document – Appendix A	Staff Site and hardcopy in control
Critical Elements for the Delivery of Service Appendix B	Staff Site and hardcopy in control
Glossary of Terms – Appendix C	Staff Site and hardcopy in control
Example Media Message to staff – Appendix D	Staff Site and hardcopy in control
Disposition of appliance	Staff Site and hardcopy in control
Media & Communications Plan	Staff Site and hardcopy in control
Business Continuity Procedure and Appendices (Inc. Critical Activities Matrix) Department Business Continuity Plans	Staff site and hardcopy in

Station Business Continuity Plans	control
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Risks and Impact Areas of this Emergency

All risk areas have been considered and the impact scored using the Services Risk Appetite Matrix.

Impact area	Resources	Environmental	Reputation	Business Continuity	Performance Management	Financial
	x		x	x	x	x
Impact score						

Stake Holders - Affected by the event

The following stakeholders were considered during the design of this plan.

Stake holders	Employees	Community	Suppliers	Partners
Place X in box	X	X	X	X

Elected Members	Users of Services	Neighbouring FRS's	The Media	The Government
X	X	X	X	X

Additional Information

Vital Records

List any vital records that are not computerised required when invoking this plan.

Record	Location	Format

Bibliography

International and UK Government

- In June 2013, the World Health Organisation (WHO) published revised pandemic influenza guidance. www.who.int/influenza/preparedness/pandemic/GIP_PandemicInfluenzaRiskManagementInterimGuidance_Jun2013.pdf This sets out the global preparation and response arrangements.
- Current WHO phase of pandemic alert for avian influenza H5N1 [http://apps.who.int/csr/disease/avian_influenza/phase/en/-WHO Phase 4 = Sustained human to human transmission](http://apps.who.int/csr/disease/avian_influenza/phase/en/-WHO%20Phase%204%20=%20Sustained%20human%20to%20human%20transmission)
- In July 2013, the UK Government Civil Contingencies Secretariat (CCS) published revised guidance on the production of local multi-agency pandemic plans Preparing For Pandemic Influenza: Guidance for Local Planners; www.gov.uk/pandemic-flu#guidance-for-local-planners

The guidance aims to support the development and revision of local multi-agency plans.

- <https://www.ready.gov/pandemic> Cabinet Office 20 February 2013

Department of Health (DH)

- The UK Influenza Pandemic Preparedness Strategy was published in 2011 www.gov.uk/government/publications/responding-to-a-uk-flu-pandemic to reflect learning from 2009/10
- The Health and Social Care Influenza Pandemic Preparedness and Response, 2012 www.gov.uk/government/publications/health-and-social-care-response-to-flu-pandemics focuses on the operational response of the NHS to an outbreak of pandemic influenza.
- UK Pandemic Influenza Communications Strategy 2012 www.gov.uk/government/publications/communications-strategy-for-uk-flu-pandemics is a UK government strategy of communication
- STATUS: The overarching strategy remains fit for purpose. The health and social care guidance is being reviewed and updated

Public Health England (PHE)

- Public Health England (PHE) has developed internal planning arrangements, outlining their responsibility for:
 - ownership and management of the countermeasure stockpiles
 - ownership of the Advanced Purchase Agreement for the supply of pandemic specific vaccine
 - ownership of the National Pandemic Influenza Service (NPFS) contract
 - ongoing public health responsibilities around surveillance, epidemiology, expert advice and public health.
- STATUS: PHE published their strategic framework and response plan in August 2014: www.gov.uk/government/uploads/system/uploads/attachment_data/file/344695/PI_Response_Plan_13_Aug.pdf
www.gov.uk/government/uploads/system/uploads/attachment_data/file/344696/PI_Strategic_Framework_13_Aug.pdf

NHS England Guidance

- The NHS England Operating Framework for Managing the Response to Pandemic Influenza was published in October 2013 www.england.nhs.uk/wp-content/uploads/2013/12/framework-pandemic-flu.pdf It sets out the roles and responsibilities of NHS England in planning for, responding to and recovering from pandemic influenza.
- It supports NHS England in working with providers of NHS commissioned care, through commissioners, to support the continuation and refinement of robust mechanisms to ensure flexible, appropriate plans are in place to respond to pandemic influenza.
- STATUS: This guidance has been reviewed; an updated version has been drafted that will be published later in 2016

NHS Internal Guidance

- **Business Continuity:** guidance on internal business continuity relevant to pandemic influenza has been drafted for NHS England
- **Communications:** Draft communications materials have been developed for NHS England and the NHS in England, these have been discussed with PHE and DH.
- **Pandemic influenza preparedness stockpile;** work is continuing with PHE and NHS Supply Chain on the management and distribution of the national countermeasure stockpiles.
- **Surge and capacity management:** work is underway to update DH guidance from 2009 regarding pandemic surge and capacity management