

Emergency Management Services Delivery Plan

2019



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Introduction – role of HSE Emergency Management Function

The Emergency Management function within the HSE is central to the generation of resilience across the organisation, for major incidents and emergencies. It provides counsel and advice to management in the preparation of Major Emergency Plans, assists in the identification and mitigation of strategic and operational risk to the organisation, helps to identify capability gaps and inform capability development, provides training and mentoring to HSE management around Emergency Management governance structures, planning groups and crisis management teams, and engages with the other Principle Response Agencies (PRAs), Government departments and external bodies in order to ensure coordinated national resilience.

In 2019 the central objective for Emergency Management is to ensure that essential patient facing services face minimal impact due to unforeseen external events and severe weather. A number of priorities have been identified in this regard:

- Develop coordinated preparedness and surge potential across the HSE to deal with a mass casualty incident.
- Promote severe weather preparedness with management across the organisation.
- Continue to advance preparedness to counter emerging viral and other biological threats.
- Continue to develop the HSE's capability to deal with the clinical decontamination of casualties following a hazardous material incident.
- Develop a business continuity management policy and framework for the HSE.
- Continue to implement and exercise updated hospital major emergency plans
- Engage with the HSE 'new ways of working' in order to enhance the quality and level of functional support for emergency planning across the organisation.
- Engage with the other PRAs and Government departments to complete the review of a
 Framework for Major Emergency Management, agree a protocol for the management of
 large crowd events and prepare an updated interagency protocol for response to
 chemical, biological, radiological and nuclear threats.

Purpose & Audience.

This document outlines the operational objectives for HSE Emergency Management in 2019. It reflects the Emergency Management priorities as outlined in the 2019 HSE National Service Plan. It allows the Emergency Management function to plan its work through 2019 and gives it a benchmark against which it can measure its progress for the various actions. The Emergency Management function is a small team with many varied demands on their time including providing a response to a range of crises and emergencies that can impact the HSE. These unplanned events can impact negatively on outputs from planned work steams within Emergency Management.

Types of Emergency.

Every country can experience a range of emergencies such as, fires, transport accidents, incidents involving hazardous substances, and severe weather emergencies. These are described as "normal emergencies" and thousands of such events are routinely responded to by the principal emergency services every year in Ireland.

Major Emergencies.

Some emergencies may be beyond then normal response capabilities of the local emergency services in the area in which they occur, and may require a degree of additional local support from, and regional coordination by, the 'Principal Response Agencies'. This level of coordination is outlined in the Framework for Major Emergency Management, (DOHPLG 2006) {the MEM Framework}, which enables the Principal Response Agencies (PRAs) to prepare for and respond to major emergencies. A number of appendices, guidelines and protocols to the MEM Framework support the PRAs in undertaking this function.

National-Level Emergencies.

Some emergencies have characteristics which will require a national dimension of response to be invoked. In an increasingly 'globalised' society and interconnected world, an emergency in Ireland may have its genesis in natural or man-made events at home or elsewhere. It is necessary to plan for a range of diverse emergency scenarios which could require a national level response. Government level Inter Departmental coordination is managed under the Strategic Emergency Management National Structures and Framework (DOD 2017)

Definition of a Major Emergency.

A Framework for Major Emergency Management defines a Major Emergency as

"any event which, usually with little or no warning, causes or threatens death or injury, serious disruption of essential services or damage to property, the environment or infrastructure beyond the normal capabilities of the principal emergency services in the area in which the event occurs, and requires the activation of specific additional procedures and the mobilisation of additional resources to ensure an effective, co-ordinated response"

Resources.

In 2019, the objective of the Emergency Management function is to continue to advise and support our colleagues across the Health Service in their preparations to deal with Major Emergencies or serious incidents which have the potential to impact on the delivery of healthcare across Ireland. We will also continue the work of engagement at all levels with the interagency coordination structures set out in A Framework for Major Emergency Management (DOHLG, 2006) and the Strategic Emergency Management National Structures and Framework (DOD 2017). This will be in addition to statutory functions under the Control of Major Accident Hazards Involving Substances (Seveso), Planning and development and other relevant legislation. This will be achieved within the limits of the budget available.

The 2019 EM budget OF €1.6m is based on a roll over budget from 2018 and is inclusive of an additional €25k for pay cost pressures. The Emergency Management function has a staff complement of 23 approved WTE positions with 22 WTEs currently in post and 1 WTE positions to be filled early in 2019.

HSE Emergency Management Structures.

HSE EM is positioned to support Community Health Organisations, Hospital Groups, individual hospitals and National Services. In order to achieve these objectives HSE EM has established the following structures.

At a national level, the National Office for Emergency Management is headed by an Assistant National Director who works with a small team who provide strategic advice, planning and support to the HSE National Emergency Planning Group, the Government Task Force on Emergency Planning, the national structures established under a Framework for Major Emergency Management and other state agencies as required. The office also works closely with colleagues in the regional offices to deliver a range of strategic and operational objectives and regional offices take the lead on some national projects as appropriate.

At a regional level, the HSE Emergency Management function is organised into three Emergency Management (EM) Administrative Areas; East, West & South. Each Administrative Area is headed by a Chief Emergency Management Officer who works with a small team of Emergency Management Officers and administrative support staff.

The regional teams are structured to support all HSE activities across the nine (9) CHO geographic areas. HSE Emergency Management provides training, advice and direction with regard to EM issues in each area including support on the delivery of plans and exercises. The regional teams work across all functions within the HSE as well as on an interagency basis under the regional structures established under Framework. The teams deliver on the statutory obligations in respect of Seveso (Hazardous Materials) sites and Large Crowd Events. The teams also coordinate HSE engagement with a range of statutory and non-statutory bodies such as Ports, Airports, Transport Infrastructure and Government Departments.

Workforce Planning

In 2019,, the focus of the Emergency Management workforce will be to continue to consolidate the EM structure in order to be capable of supporting the CHOs, Hospital Groups, NAS and other HSE services and functions. It is recognised that Emergency Management may need to adapt its workforce and / or governance to ensure that it is best positioned to meet the needs of any new structures arising from the implementation of Sláintecare.

Emergency Management Offices

National Office:

HSE National Office for Emergency Management, Stewarts Care Limited, Stewarts Hospital, Mill Lane, Dublin 20, D20 XT80

Regional Offices:

East Region Emergency Management Office.

Emergency Management Office Phoenix Hall St. Mary's Hospital Campus Acres Road, Phoenix Park Dublin 20, D20 CK33

Email: emergency.planning@hse.ie

Phone: 076 6959840

South Region Emergency Management office

Emergency Management Office - HSE South, Eye, Ear and Throat Hospital Western Road Cork, T12 WP62

Email: <u>emo@hse.ie</u> **Phone:** 021 4921622

West Region Emergency Management Office

Emergency Management Office, Clinical and Administrative Building Block A, Merlin Park Hospital Old Dublin Road

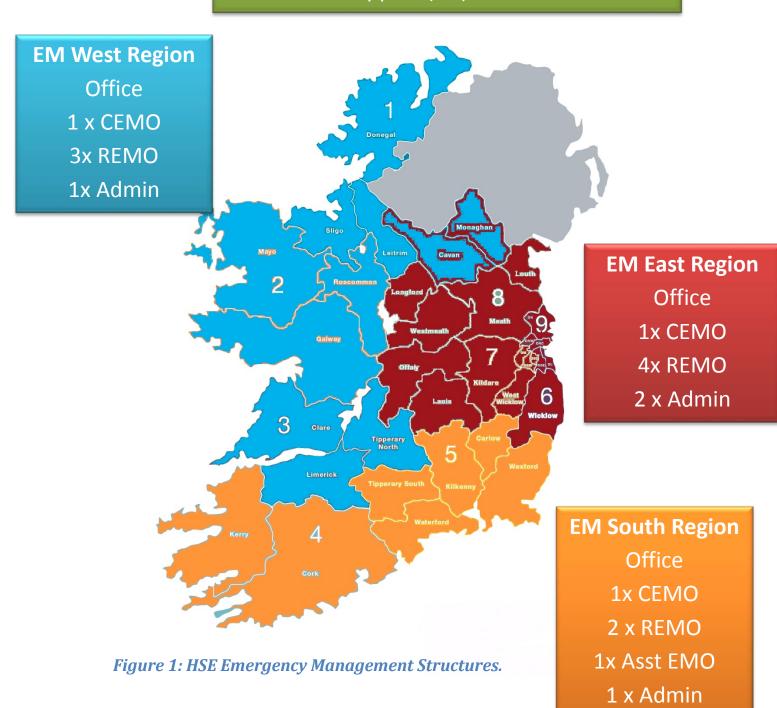
Galway, H91N973

Email: <u>emergency.managementwest@hse.ie</u>

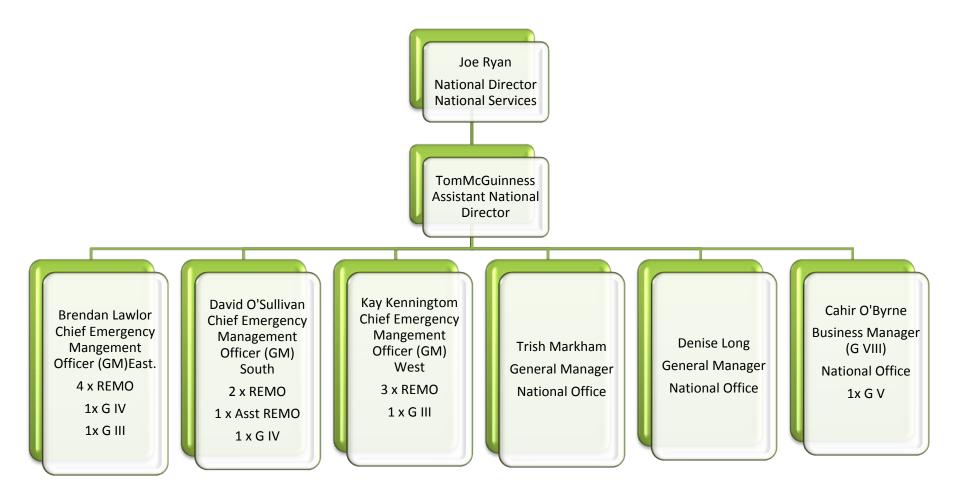
Phone: 091 775933

National Office for Emergency Management

- 1 x AND
- 2 x GM
- 1 x Program Manager (G8)
- 1 x Business support (G5)



EM Organisational Chart



Financial Framework

Emergency Management 2019 Budget allocation:

| | NSP Funding | NSP Funding | Movement | | | |
|-------------------|-------------|-------------|------------|--|-------|--|
| | 2018 | 2019 | 2018 -2019 | | | |
| Pay | €1.331m | 1.500m | .169m | | | |
| Non-pay | €0.420m | .400m | (.020m) | | | |
| Gross | €1.751m | 1.900 | .149m | | | |
| Income | €(200)m | (.300m) | .100m | | .100m | |
| Available funding | €1.551m | 1.600 | .049m | | | |

Financial Challenges/Key risk areas

While living within our financial allocation will be a fundamental priority for Emergency Management., a number of financial risks exist:

The Emergency Management Function no longer has any contingency budget to deal with unplanned costs arising as a result of major incidents. For example, in 2018 Emergency Management paid contributions of €145,820 to Voluntary Emergency Services (VES) who were deployed during Storm Emma. This situation is being reviewed by the National Director, National Services and it is likely that revised arrangements for allocating costs associated with the use of Voluntary Emergency Services will be introduced.

The cost of reacting to emergency situations in 2019 cannot be factored or measured in advance.

The budgetary allocation for 2019 will be regularly monitored and tight financial controls as per the National Financial Regulations will be adhered to, so as to remain within the budgetary allocation. Pay ceilings will be monitored and adhered to. Any opportunities for EM cost reduction and value improvement will be explored and implemented in line with the relevant themes of the Value Improvement Programme and direction from the HSE Leadership team.

EM will continue to work with our Corporate Finance partner to further align non-pay regional budgets in the most appropriate way across the ledgers. There is an on-going process of centralising Emergency Management Staff costs in the Merchants Quay cost centre. Emergency Management will work with HBS to facilitate the rollout of SAP Financials and SAP HR to across the Emergency Management function in 2019.

Resources: Workforce

Sub - divisional breakdown by staff category

| Service | Medical / Dental | and | Health and Social Care Professionals | Management / Admin | General Support Staff | | Projected Outturn Dec. 2014 |
|-------------------------|------------------------|-----|--|--------------------|-----------------------------|--|--------------------------------------|
| Emergency Management | | | | 16 | 7 | | |
| Total | | | | 16 | 7 | | |

There are 23 WTEs posts in the Emergency Management including one vacant post Emergency Management staff are its most valuable resource. Recruiting and retaining motivated and skilled staff is a high priority for Emergency Management.

A recruitment process will be undertaken in 2019 to fill one vacancy at Regional Emergency Management Officer (G VII) in the West Region Emergency Management office. A panel may be formed from that competition to fill future vacancies at REMO (G VII) level.

Staff engagement

Within the Emergency Management function, there will be a continued emphasis on performance management and engagement at all levels with a focus on regular regional team and national team meetings to ensure the most effective utilisation of resources to achieve the actions outlined in this operational plan. The NEMO team meets on a regular basis and this will be enhanced in 2019 with a serious of one to one meetings between the Assistant National Director and General Managers (*CEMO). In turn CEMO's arrange their own staff meetings on a regular basis in regional offices..

The Public Service Stability Agreement 2018 -2020

The Public Service Stability Agreement represents an extension of the Lansdowne Road agreement of 2015. The Emergency Management function will comply with all necessary requirements under the agreement.

Education and Development

The National Emergency Management Office encourages on-going professional development, education and up skilling of Emergency Management staff in line with current HSE Education and Training Policy.

Attendance Management

Staff attendance in Emergency Management during 2018 was well in advance of the organisational average of 3.5% staff absence rate. The performance target for 2019 remains at 3.5% staff absence rate. This continues to be a key priority area for Emergency Management.

Health Business Services

Emergency Management will work with Health Business Services (HBS) in relation to the supports available in areas such as:

- Recruitment
- Procurement with an emphasis on supporting the Procurement Compliance Programme
- Shared services in Payroll and Accounts Payable
- The implementation of NiRSP in regard to time management
- Developing and maintaining Health Service infrastructure for Crisis Management Teams

Health and Wellbeing

Emergency Management will work to implement identified staff Health and Wellbeing measures including the promotion of increased staff uptake of the Flu Vaccine.



Emergency Management Operational Plan Actions



Emergency Management 2019 Operational Plan Actions Objective/ Action Name Description **Expected activity HSE Lead Stakeholders Specific Risks** Reporting Measure **Mass Casualty** Deliver on the NCA National 1 Mass Casualty **Engagement with Budgetary** outstanding work Hospitals Incident stakeholders to Incident (MCI) constraints may **EM NEMO** working group: address capability Office slow progress in streams as set out NSP 1: Develop HSE EM co-chairs by the working gaps addressing some ** to be coordinated NAS this group along capacity gaps or group preparedness and coordinated Continue to risks identified. surge potential with the National **CHOs** by EM highlight identified Roll out of MCI across the HSE to Clinical Advisor through Framework risks to leadership deal with a mass for Acute Monthly **REMO** nationally ** and seek to casualty incident. hospitals. There offices escalate risks to are a number of higher risk register work streams underway **Severe Weather** EM will build on Preparation and There is a lack of 2 EM has a severe **EM REMO** HGs self-sufficiency Guidance weather checklist lessons identified circulation of **CHOs EM NEMO** within HSE in Quarterly and associated from recent severe updated checklist NSP 2: Promote guidance and associated terms of 4x4 weather events NAS severe weather document and focus our guidance transport preparedness with

Emergency Management 2019 Operational Plan Actions Objective/ **Expected activity Stakeholders** Action Name Description **HSE Lead Specific Risks** Reporting Measure Establishment of intended to National This means that management across preparedness to the organisation. transportation Hospitals the HSE is overly assist service ensure that those Office managers in lessons are learnt. working group at reliant on EM will modify **AEPG** level planning for and external responding to existing checklist transport Seeking formal and associated severe weather assistance. agreement guidance to events regarding The HSE needs to incorporate transportation with develop a lessons learnt, in external agencies greater capacity particular focusing to include a process to be selfon transportation sufficient. to support HSE coordination during severe Any changes weather events required will be **Implemented** through Area Emergency **Planning Groups** (AEPG)

Emergency Management 2019 Operational Plan Actions Objective/ Action Name Description **Expected activity HSE Lead Stakeholders Specific Risks** Reporting Measure Delivery of agreed **Emerging Viral** HSE EM sits on On-going meeting **EM NEMO** DOH Delays in 3 operational **Threats** the Emerging with stakeholders procurement DFAT **Viral Threats** protocol for EVD on working group process NSP 3:Continue to group which repatriations. **Dublin Airport** advance Clarify what looks at potential preparedness to Authority arrangements have biological counter emerging Reliance on been implemented viral and other NAS threats. This is other biological threats by DFAT for chaired by the Government Mater Hospital aeromedical DOH departments to evacuation for EVD Monthly Public Health deliver elements **HSE EM chairs** patients of the protocol. the Repatriation **HPSC** Complete **Working Group** procurement Procurement which is process for disposal examining of EVD requirements for contaminated the transfer of an waste. Irish citizen who contracts a Ebola Virus Disease while abroad to the National

Emergency Management 2019 Operational Plan Actions Objective/ Action Name Description **Expected activity HSE Lead Stakeholders Specific Risks** Reporting Measure Isolation Unit in the Mater Hospital 4 Chemical EM Chair a CBRN CBRN WG to Bring needs **EM NEMO** NAS No budget working group to **Biological** analysis to allocated for provide update as **Public Health** Radiological examine the leadership and seek development in to the current Nuclear (CBRN) current capacities and approval and this area Acute requirement(for funding to address propose a course hospitals NSP 4: Continue to HSE does not of action to any gaps identified both develop the HSE's have sufficient Quarterly Environmental preparedness address any capability to deal resident Health and response) to capability gaps with CBRN events expertise to meet a CBRN identified. Work streams cover areas of Hazard allocated to work EM to brief Senior chemical or groups to include Ops team on radiological / actions designed to outcome of needs nuclear. standardise analysis and advise practice across the on identifying

Emergency Management 2019 Operational Plan Actions Objective/ **Expected activity** Action Name Description **HSE Lead Stakeholders Specific Risks** Reporting Measure organisation in appropriate work streams that may preparation for or response to CBRN. arise. Examine options to enhance the HSE's ability deal with the clinical decontamination of patients. EM chair the Bring BCM Policy Best practice has 5 **Business** Refinement of draft EM -NEMO QAV Continuity working group to the Leadership **BCM** Policy for demonstrated National tasked with the Team for approval approval by that BCM **NSP 5:** Develop a Hospitals development of by Q2 2019 leadership requires the full business continuity Office a Business support of Quarterly management policy Initiate and framework for Continuity leadership in OCIO Development of the HSE Management order to be **BCM** framework Internal Audit effective across (BCM) Policy thereafter within the HSE an organisation.

Emergency Management 2019 Operational Plan Actions Objective/ **Expected activity Stakeholders** Action Name Description **HSE Lead Specific Risks** Reporting Measure It needs to have Finance identified NAS ownership and resourcing within the organisation **Previous** allocated funding for the project may no longer be available. 6 **Hospital Major** The EM function Support the Meet with HGs and EM REMO HGs individual Hospital Offices **Emergency** continues to hospitals in Hospitals preparing an up to Emergency Plans support individual Planning Teams. date HMEP in a NAS NSP 6: Continue to hospitals and standardised Monthly implement and Provide advice on HGs as they format. exercise updated preparation of implement hospital major Assist the hospitals **HMEP** emergency **HMEP** template in exercising the Assist in the **HMEPs** and advise delivery of

Emergency Management 2019 Operational Plan Actions Objective/ Action Name Description **Expected activity HSE Lead Stakeholders Specific Risks** Reporting Measure that any lessons exercises identified are Introduce HSE incorporated into specific information revisions of HMEP. management training within Hospitals. **EM NEMO** All HSE 7 Governance -EM has drafted To provide clear Revise existing Proposed Sláintecare an update to its guidance as to governance **Functions** organisation and **EM REMO New Ways of** governance how the HSE will document and governance Working manage Major changes under document. This issue as interim **Emergencies and** working document. Sláintecare may will be issued as NSP 7: Engage with an interim change the way coordinate their the HSE 'new ways Support revised working in which EM response of working' in order Quarterly NEPG and NCMT in delivers its internally and to enhance the document identifying and quality and level of pending externally. service implementing work functional support decisions on the for emergency Undertake initial Ensure that streams future structure planning across the preparations in there is of the HSE under organisation. Support AEPGs in order to amend understanding of Sláintecare development of **EM Governance** what EM need to their MEP and

Emergency Management 2019 Operational Plan Actions Objective/ **Expected activity** Action Name Description **HSE Lead Stakeholders Specific Risks** Reporting Measure deliver and that EM will prepare for preparedness associated Work and response to any transition is new governance streams. Ensure arrangements to align EM function that and ACMT controlled align EM function with new members identified Absence of clear with the new structures & activation timelines can implemented systems tested structures create implemented under Slaintecare Initiate uncertainty and under development of increase risk as Slaintecare and governance functions await to agree those arrangements for decision on new new EM new Sláintecare structures. Governance structures arrangements with Senior Ops Development of team strategic interface between DOH and **HSE for MEM and Major Incidents**

Emergency Management 2019 Operational Plan Actions Objective/ Action Name Description **Expected activity HSE Lead Stakeholders Specific Risks** Reporting Measure Under A Deliver key Participate in work **EM REMO** AGS **Working Groups** 8 Interagency are dependent Framework for interagency streams at both and NEMO **Work Program** LA **Emergency** objectives for national and offices on engagement NSP 8:Engage with Management an **Emergency** regional level. by all agencies to **IRCG** the other PRAs and interagency work Management progress actions. Government HSE EM has a DF program is If that level of departments to Updated **Mass** history of proactive complete the prepared each engagement is review of a Gatherings / engagement with year by the not forthcoming Framework for **Outdoor Crowd** previous work **National Working** for whatever Major Emergency **Event Guidance.** programs. Group. reason progress Management, agree Monthly a protocol for the can be delayed. Contribute to the It is management of review of large crowd events supplemented by "Framework" and and prepare an work programs updated see it completed in of the regional interagency 2019 working groups protocol for response to Continue to work chemical, biological, with Mass Fatality radiological and **Group** to ensure nuclear threats. appropriate plans and guidance is in

Emergency Management 2019 Operational Plan Actions Objective/ **Expected activity** Action Name Description **HSE Lead Stakeholders Specific Risks** Reporting Measure place at a national and regional level. EM – WEST 9 **Cross Border** EM participates DOH Brexit has the To continue to On-going meetings Working group in one Multidevelop areas of to ensure & EAST potential to NAS Agency and one common interest continuity of impede the KK BL Health specific development of with the relevant existing CHO 1 Cross Border authorities in arrangements new cross border Working group. during period of RCSI HG Northern Ireland initiatives **Brexit transition** in order to ensure SAOLTA HG and identification the most efficient and mitigation of pathway to care Quarterly for citizens in both any emerging risks. Collaboration on jurisdictions and to plan for, and planning and coordinate the exercises cross border response to any Major **Emergencies**

Emergency Management 2019 Operational Plan Actions Objective/ **Expected activity Stakeholders** Action Name Description **HSE Lead Specific Risks** Reporting Measure TMcG All Gov Currently the 10 The GTF is the % Attendance at Government and engagement departments GTF is not fully Task Force on structure which with GTF and **Emergency** gives policy and including DOH recognised under the National Planning (GTF) direction, and associated sub AGS which cogroups Framework ordinates the Document DF Monthly emergency planning activities of all Government departments and public authorities. 11 **Health and** To ensure that the Development of **EM NEMO** All EM staff To prepare a Safety Health and EM function has **H&S** statement **EM REMO** Safety Statement an up to date H&S for EM Staff and Monthly statement **Facilities** relevant to their duties and locations

Emergency Management 2019 Operational Plan Actions Objective/ **Expected activity** Action Name Description **HSE Lead Stakeholders Specific Risks** Reporting Measure Reviewed and All EM staff 12 **Risk Register** Manage and Quarterly updated **EM NEMO** update the EM report on EM risk amended as **EM REMO** Risk Register in required accordance with COB Quarterly **HSE Integrated** Risk management policy 13 **Upper tier** To ensure that all Work alongside **EM REMO** AGS These are Seveso Sites (SI other Local industrial sites external NAS 209/2015 involved in the Competent emergency plans COMAH) are reviewed or production, Authorities and LAs prepared and business owners to storage or use of hazardous HGs tested in meet legislative Quarterly chemicals which accordance with requirements **Environmental** are governed by the legislation. Health the" Control of Major Accident Public Health Hazards Involving Dangerous Substances"

Emergency Management 2019 Operational Plan Actions Objective/ Action Name Description **Expected activity HSE Lead Stakeholders Specific Risks** Reporting Measure Through AGS **VIP Protocol** Ensure that EM East AGS 14 Agree a new protocol for HSE Office influence appropriate **DFAT** medical arrangements engagement with BL are in place to DOFA with regard precautions for NAS VIP visits are provide for the to state visits health care of National overly influenced Quarterly VIPs if required Hospitals by security during official or Office concerns State visits to Ireland 15 In accordance To provide To attend all **REMO** NAS incl NEOC Many unlicensed **Crowd Events** with the Planning statutory observations to events occur Individual the Local Authority and consultations and which do not hospitals Development Act planning section in provide require any formal process of respect of Event 2000 and the observations to Local Planning and Health Care planning engagement **Authorities** Development Management for authorities in **Crowd Events** Regulations 2001 licenced crowd respect of Health may not be - 2017 the HSE is Care Management

Emergency Management 2019 Operational Plan Actions Objective/ Name **Expected activity Stakeholders Specific Risks** Action Description **HSE Lead** Reporting Measure a proscribed for Events. notified to the events HSE body in respect **Event organisers** To advise relevant of licenced may also seek a functions of the The HSE has no crowd events. **HSE** of upcoming consultation with statutory powers crowd events in regard to the HSE in respect **Crowd Events** of unlicensed which have been notified to HSE EM. events. To circulate elements of the Event safety plan and Event medical plan to relevant functions within the HSE