



REPORT TO: HEALTH AND SOCIAL CARE INTEGRATION JOINT BOARD – 18 JUNE 2025

REPORT ON: CATEGORY 1 RESPONDER – ANNUAL REPORT 2024/25

REPORT BY: CHIEF OFFICER

REPORT NO: DIJB43-2025

1.0 PURPOSE OF REPORT

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

2.0 RECOMMENDATIONS

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

- 2.1 Note the contents of this report.
- 2.2 Instruct the Chief Officer to bring forward a further annual report, for the period 2025/26, in twelve-months in addition to any relevant reporting on Category 1 Responder activity made during the year.
- 2.3 Note the current strategic risk will now be removed from the risk register.

3.0 FINANCIAL IMPLICATIONS

- 3.1 None.

4.0 MAIN TEXT

4.1 Background

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

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

- 4.1.2 The Act (section 2) sets out the following list of duties for Category 1 responders:

- Assess the risk of emergencies occurring and use this to inform contingency planning.

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

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

4.1.3 In October 2022, the IJB approved a Category 1 Responder Action Plan, which included the requirement to provide an annual assurance report to the IJB detailing arrangements for fulfilling Category 1 Responder duties and activity throughout the year (article XVII of the minute if the meeting of the Dundee Integration Joint Board held on 26 October 2022 refers).

4.1.4 Given the nature of the duties placed on Category 1 Responders, the majority of activity to fulfil these duties is carried out by Dundee City Council and NHS Tayside working both individually and in co-operation via the Dundee Health and Social Care Partnership. Many of the functions that are critical to fulfilling duties, such as Resilience Planning, Communications, and Workforce Learning and Development are not delegated to the IJB and therefore resources have not been deployed to the Health and Social Care Partnership to support this activity. This annual report therefore reflects the activity undertaken within Dundee City Council, NHS Tayside and jointly through the Health and Social Care Partnership over the last year that contributes to the IJB's fulfilment of their duties as a Category 1 Responder. NHS Tayside Resilience Planning Governance Group and DCC Senior Officer Resilience Group information is included in this report.

4.2 Assessing Risk, Information Sharing and Co-operation

4.2.1 During 2024/25 the following arrangements and activities have supported the fulfillment of duties relating to the assessment of risk, information sharing and co-operation:

- Officers from the Health and Social Care Partnership have continued to work with Resilience Officers in NHS Tayside and Dundee City Council and the Tayside Local Resilience Partnership to progress implementation of the IJB's Category 1 Responder duties.
- The Chief Officer and Head of Service, Health and Community Care have continued to play an active role as members of the Tayside Local Resilience Partnership and associated sub-groups. The current Chair of the Group is the Dundee City Council Chief Executive.
- The Tayside Local Resilience Partnership Working Group continues to progress the broader resilience agenda. This group is co-chaired through NHS Tayside and Dundee City Council and includes Dundee Health and Social Care Partnership representation. The working group reports to the Tayside Local Resilience Partnership and updates against their workplan on a regular basis.
- The Head of Health and Community Care for Angus is Chair of the Tayside Local Resilience Partnership Caring for People Group with the Dundee Head of Health and Community Care as co-chair.

- The Chair of the LRP participated in the North of Scotland Resilience Planning Group and contributed to their workplan 2024-26 which focuses on the regional implications for transport, public and animal health, failure of utilities and severe weather.
- The Head of Health and Community Care continues as a member of NHS Tayside Senior Officer Resilience Group (NHST SORG). The purpose of this group is to ensure that NHS Tayside has robust arrangements in place to provide an integrated response in the event of a major incident, internal emergency or business continuity issue, in order to protect the health of and ensure continued provision of healthcare to the population in Tayside. The group has an annual workplan covering work carried out by divisions, including the Health and Social Care Partnerships.
- Dundee City Council Senior Officer Resilience Group (DCC SORG) also includes Health and Social Care Partnership representation, working in partnership with the Service Manager and Resilience Officer within Neighbourhood Services.
- Dundee Health and Social Care Partnership in 2023 stood down the 2 weekly covid related internal Resilience and Business Continuity meetings. In 2024/25 this has been embedded within our Governance and Health & Safety meetings. Short life working groups will be arranged as appropriate for specific areas of planning.
- Dundee Health and Social Care Partnership Clinical, Care and Professional Governance Group reporting arrangements include matters of operational resilience within primary governance reporting and onwards to corporate governance forums. The Partnership also continued to participate in the Tayside Care Home Oversight Group, now reconfigured as the Tayside Care Home Collaborative Board and maintains the related local Dundee Forum and weekly huddle. Action is taken to address any concerns raised using both the supportive visits and specialist inputs, working alongside the Care Inspectorate and utilising the Adult Support and Protection Act to instigate large scale enquiries where appropriate.
- Training and exercising continues to be progressed by partners on both a multi and single agency basis. Some examples of particular relevance to the IJB are:
 - Live air exercise testing blue lights response to an airplane crash run concurrently with the DCC Incident Management Centre, testing responses to multiple incidents happening concurrently.
 - North Region Resilience Planning workshops are held on a range of issues but have not ran any in 2024/25.
 - Tayside workstream considering the impact of National Power Outage, this workstream was developed following a tabletop development and event. Wider workshop held in May 2025 for front line managers.
 - Debrief sessions and learning events following significant incidents (including Storm Eowyn).
 - Tayside Local Resilience Partnership is in the process of extending funding of a Resilience Training Officer who has delivered a programme of training for senior managers and staff involved in the delivery of support centres and volunteers. These training sessions commenced with Volunteer Support Centre Training in early April 2024. Training is being developed in 2025 for rest centre managers, and it has been agreed in Dundee that all managers at Integrated Manager / Band 8a and above require to undertake this training, however initially the focus will be on volunteers available to support in the out-of-hours period. NHS colleagues will now also be included in rest centre training to support their operation.
- Through NHS Tayside and Dundee City Council key information has been made available to the Health and Social Care Partnership workforce regarding resilience matters, for example:
 - Information was shared regarding Martyn's Law which aims to improve protective security and organisational preparedness in relation to terrorist

risk and applies to any building where more than 200 people are expected to be present. NHS Tayside has recruited a Security Advisor, due in post at the end of the summer to support planning for implementation of the new requirements.

- All NHS Tayside Business Continuity Plans are available on Staffnet and are up-to-date. Dundee City Council Business Continuity Plans are now also held centrally online for management purposes as well as locally for operational purposes.
- NHS Tayside Business Continuity and Major Incident e-learning modules have been in place since July 2021. Uptake within the partnership has been limited and this was discussed at a resilience session in May with the Extended Management Team.
- NHS Tayside continue to publish a Resilience Planning newsletter via Staffnet on a quarterly basis.

4.2.2 Future plans in these areas of work during 2025/26 include:

- Work to undertake a comprehensive, integrated readiness assessment for the Health and Social Care Partnership covering both emergency planning and business continuity risks will continue to be a priority area of work for the Partnership in 2025/26.

4.3 Emergency Plans and Business Continuity Arrangements

4.3.1 During 2024/25 the following arrangements and activities have supported the fulfillment of duties relating emergency plans and business continuity arrangements:

- Tayside wide National Power Outage workshop held with a range of managers to raise awareness, explore challenges and generate ideas on how to prepare. Teams are already expanding the power outage section in Business Continuity Plans to ensure staff are prepared as best as can be, but information from central and local government regarding communications remain outstanding. Starlink satellite system to link multiple communication devices is currently being considered by Category 1 partners as this can be powered by response vehicles.
- Further progress has been made with partners in revising arrangements for the provision of emergency rest centres. Dundee Health and Social Care Partnership continues to take a lead role in the operation of rest centres when these are required. Training for support staff has recently been completed for members of the workforce to be involved in rest centres and revised guidance for the management and support arrangements for rest centres are in the final stages. This latter work is carried out in partnership with Angus and Perth & Kinross Councils/ Health and Social Care Partnerships to support a mutual aid approach across Tayside. Joint support centre policy and procedures will be signed off imminently, but the recent PVG (Protection of Vulnerable Groups) changes need to be clarified regarding the impact for staff volunteers used in Dundee.
- The Social Care Contracts Team continues to oversee contractual arrangements that include a requirement on all providers to develop and maintain processes and procedures for business continuity, including undertaking regular risk assessments to identify any threats or risks to service provision. Currently contracted providers only confirm they have a plan in place and enhanced management support is in progress to provide capacity to submit their business continuity plans for assurance purposes.
- Work has continued to progress to confirm the current status of emergency plans and business continuity plans:
 - For services carrying out functions delegated by NHS Tayside a structured approach is already in place. Reminders of review dates are issued automatically through electronic systems, with monthly manual monitoring by the Risk and Resilience Planning Team with progress against Key

Performance Indicators reported to the NHS Tayside and Dundee City Council SOGRs.

- Community-based social work and social care services have continued to evolve their Winter Plans and embed learning from incidents such as the COVID-19 pandemic Operation Unicorn and recent storms, into ongoing Business Continuity Plans.
- Currently there are 11 BCPs held centrally for DHSCP services, and all remain up to date.
- NHS Tayside has continued to carry out regular tests of the NHS Tayside Alert system throughout the year.
- In 2024/25 Dundee City Council has continued to operate the volunteer direct list, where staff volunteering to support an emergency or planned resilience response can be called to action through an app. Health and Social Care Partnership staff (Dundee City Council employees) are included and have been placed on 1 hour standby for emergency incidents throughout the year. The Partnership continues to see a much broader group of staff volunteering than has previously been the case. The process to consider the updated PVG requirements and how to understand the skills and knowledge of volunteers for the most effective use is currently being reviewed.

4.3.2 Future plans in these areas of work for 2025/6 include:

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

4.4 Public Communications

4.4.1 During 202/25 the following arrangements and activities have supported the fulfillment of duties relating to public communications:

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

4.4.2 Given the advanced status of public communications approaches within both NHS Tayside and Dundee City Council there are no plans for further focused work in this area during 2025/26. Officers from the Partnership will continue to monitor this area through their membership of

wider NHS Tayside and Dundee City Council Groups, the Tayside Local Resilience Partnership and operational response groups associated with specific incidents.

4.5 Category 1 Response Examples

4.5.1 During 2024/25 officers from the Health and Social Care Partnership have been involved in a variety of operational responses to resilience and business continuity incidents. Some examples are provided below:

- Storm Eowyn January 2025– Managers were placed on standby to step up the support centre to support potential evacuees due to potential flooding / storm damage, but was stood down as the worst impact was in Angus and Perth & Kinross. A small number of homes in Dundee were without power for around 2-3 hours with the power outage alert triggering Social Care Response Service to attend for a welfare check. Homes in the Quay area were evacuated due to the roof being unsafe but all occupants found alternative accommodation after a short stay at the local hotel's evacuation centre. Business Continuity Plans for all services were implemented and effective.
- Evacuation of tenement flats associated with a fire in September 2024 – Managers were placed on standby to step up the support centre to support potential evacuees but all tenants found alternative arrangements
- Care home evacuation February 2025 – Due to discolouration of the water supply and a gas of unknown origin, the home was evacuated to another care home and rest centre in Monifieth. Whilst this was under the responsibility of the care home and Angus HSCP to manage, the majority of residents were from Dundee and this incident evidenced good practice in mutual aid to work in partnership to minimise any distress for residents ensuring temporary accommodation was secured the same day.
- Other incidents not directly involving DHSCP as a cat 1 responder but managed under local business continuity plans:
 - June 2024 Fire (3 properties)
 - July bomb threats to care homes, fire multistory building
 - October storm Ashley
 - November storm Bert
 - December storm Darragh
 - March 2025 fire domestic property
- Other incidents with the potential to involve DHSCP
 - August 2024 bomb threat – school
 - March 2025 train fire Dundee Station.

5.0 POLICY IMPLICATIONS

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

6.0 RISK ASSESSMENT

Risk 1 Description	Failure to fully comply with the Category 1 Responder duties.
Risk Category	Governance, Legal
Inherent Risk Level	Likelihood 3 x Impact 4 = Risk scoring 12 (which is a high-risk level)

Mitigating Actions (including timescales and resources)	<ul style="list-style-type: none"> • Close co-operation is already in place across the LRP and with the corporate bodies. IJB membership of LRP and sub-groups agreed. • Dedicated Resilience Officers are in place within NHS Tayside and Dundee City Council who are available to provide expert advice and guidance to the Chief Officer and the wider Partnership when required. • Internal resilience structure within Dundee Health and Social Care Partnership in place, including Resilience and Business Continuity Group. • Arrangements in place to seek assurance from contracted providers regarding emergency plans and business continuity plans. • Category 1 Responder Action Plan developed, identifying areas for action and timescales.
Residual Risk Level	Likelihood 2 x Impact 3 = Risk scoring 6 (which is a moderate-risk level)
Planned Risk Level	Likelihood 2 x Impact 2 = Risk scoring 4 (which is a low risk level)
Approval recommendation	It is recommended that the existing risk within the IJB's Strategic Risk Register is updated to reflect the current position, including risk mitigation and scoring and closed as an active risk.

7.0 CONSULTATIONS

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

8.0 DIRECTIONS

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

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

9.0 BACKGROUND PAPERS

- 9.1 None.

Dave Berry
Chief Officer

DATE: 19 May 2025

Angela Smith
Head of Health and Community Care

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