

Fuel Shortages Plan

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| This Plan Links to | Incident Response Plan Surge Plan Trust Business Continuity Plan Directorate/Service Business Continuity Plans Communication Strategy and Plan during Major Incident |
| Plan Purpose | This plan sets out actions to take if Trust services are affected by fuel shortages. |

Revision History

| Version No. | Date | Author | Reason |
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| 1 | June 2014 | Petra Nittel | Formerly part of the Emergency Plan up to version 10. With creation of Incident Response Plan now a separate document. |

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1. Introduction:

The availability of fuel within the UK is generally very good; however there have been examples within recent years of brief disruptions to supply, both on a regional and national basis.

A disruption could be caused by a number of factors, including scarcity of supply, a technical problem with part of the fuel supply infrastructure, industrial action or public protest. In the event of such a disruption to supply, it is also possible that stocks could be further depleted through increased consumer demand (panic buying). In the most extreme of circumstances petrol stations and commercial supplies could be exhausted within 48 hours of an incident and it could take up to 10 days before stock levels are fully restored.

The characteristics of a fuel disruption may vary widely and may affect a variety of different fuel types including: diesel, petrol, kerosene, fuel oil for heating and generators and aviation fuel.

This plan will focus on the disruption to supplies of petrol and or diesel.

The NHS plays a critical role in the care and treatment of patients and those at risk. It has therefore been identified as a priority user for fuel during a crisis to ensure that it can carry out its responsibility under the Civil Contingencies Act 2004.

2. Aim:

This plan is intended to assist the Trust in planning for and managing the consequences of a disruption to fuel supplies in the UK so that care to the communities the Trust serves can continue to be offered.

3. Objective:

The objectives of this plan are to

- Set out the responsibilities for planning for a period of disruption of fuel supply
- Set out the responsibilities of managing a period of disruption of supply
- Set out how to plan for a period of disruption of fuel
- Set out the arrangements during a significant short term period of disruption of fuel

4. Plan

4.1 Command and Control Arrangements

The Trust is likely to be made aware of impending fuel shortages from the media, the industrial action update published by the Department of Communities and Local Government (DCLG) or the Department of Energy and Climate Change (DECC). In addition Commissioners or the CSU will contact the Trust to confirm that a fuel shortage is probable to occur.

4.1.2 Triggers

This plan will be triggered on receipt of confirmed information (most likely from the DCLG or DECC)

- a) That a fuel shortage that will last more than 24 hours is about to or has occurred without notice -
- b) that a fuel shortage is predicted to occur within one month

At a short notice or during the event of a fuel shortage or disruption to normal supplies over 24 hours, the Trust will establish an Incident Management Team to

- review the potential impact on the organisation
- identify critical services that need to be maintained (this is stated in business continuity plans)
- identify how critical services can be maintained
- oversee communication to internal and external stakeholders to keep these informed
- keep a record of operational issues and their impact
- request each Service to nominate individuals and subcontractors who will require priority access to fuel services under the terms set out below

Where a fuel shortage is predicted to take place within a month, the preparations for this will be overseen by the Director of Operations and managed through mechanisms agreed during the preparation period, which may include daily meetings and situation reports.

Managing a disruption of fuel supply will also refer to the National Emergency Plan – Fuel as set out below.

5. National Emergency Plan – Fuel (NEP-F)

The **National Emergency Plan – Fuel (NEP-F)** sets out the arrangements which may be implemented in the event of a fuel shortage.

The trigger levels for the NEP-F are:

Triggers for the implementation of the NEP-F will depend on the circumstances at the time, but will take into account the impact fuel shortages are having, or may have, against a range of indicators from industry, government and responder organisations. As with all decisions concerning the use of Emergency Plans, there are clear objectives which lie behind it and which the possible measures are designed to address, namely to:

- protect human life and, as far as possible, property. Alleviate suffering;
- support the continuity of everyday activity and the restoration of disrupted services at the earliest opportunity; and
- uphold the rule of law and democratic process.

Four trigger levels exist within the NEP-F these are designed to ensure there is a consistent message from Central Government and responding agencies. These are:

- Level 1: White Status – Situation is normal
- Level 2: Black Status – Potential Fuel Emergency
- Level 3: Amber Status – Actual Fuel Emergency
- Level 4: Red Status – Severe Fuel Emergency

In the event of a Fuel Emergency information relating to the current schemes in use will be available through the DECC website (www.decc.gov.uk).

Information relating to the activation of the NEP-F will come from the Civil Contingencies Secretariat, usually through the Department of Health or NHS England (London).

Should it be necessary to use emergency powers, under the Energy Act 1976, the Government would prioritise fuel to the emergency services and other essential service providers such as utility companies to make the best use of reducing quantities of fuel to minimise the impact on emergency and other essential services that underpin daily life. If there is sufficient diesel to supply emergency and other essential service providers then the surplus will be prioritised to truck stops and HGV motorway filling stations to help keep supply chains operational. Any remaining fuel would then be allocated by the oil industry to retail filling stations where it would be likely that motorists would be limited to a maximum purchase of fuel per visit to the forecourt.

However, the decision to implement the NEP-F would only be taken if a very significant disruption to fuel supplies was to occur and Government and industry were unable to resolve the disruption without the use of emergency powers. The Trust should therefore not expect to rely on the Plan for the vast majority of potential fuel supply disruptions.

6. Planning for a Short Term Fuel Disruption

The most effective way to prepare the Trust for a fuel supply disruption is to put together business continuity arrangements before a disruption occurs.

- Reducing the Trust's dependency on fuel
- Reducing fuel usage during a fuel supply disruption
- Improving the resilience of supply chains (not just fuel but other supplies the organisation needs to deliver its key products and services) and the organisation as a whole
- Reallocating resources to deliver only key products and services; and

- Effective communication with staff, service users, suppliers and other key stakeholders in advance of and during a fuel supply disruption, this includes fuel supply providers.

The following lists identify important and specific activities that can be done to prepare for a fuel shortage and many of the activities will also have contributed to the development of general business continuity plans.

These lists are not exhaustive and not all measures listed here are suitable for all services. Depending on the service, its location and its functions, a shortage of fuel will affect service delivery and the business continuity plans that are in place differently. For example, in terms of location, it may be possible to share some resources or staff between services or Directorates.

| 6.1. Assessing the impacts of a fuel shortage for services | | | | |
|--|--------------------------|--------------------------|--------------------------|---|
| Planning is essential for any organisation during a fuel shortage. The list below gives some guidance to basic steps that could make a service more resilient. | | | | |
| Complete | In progress | Not started | Not applicable | |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | Identify key services that must be maintained |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | Identify the key services which would be affected by a fuel shortage. |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | Which critical activities and resources (including employees) support the key services (e.g. raw materials, suppliers, sub-contractor services/products, security)? |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | Consider how internal resources could be re-allocated to ensure the delivery of key services is maintained. Are staff able to safely cover other roles to ensure that key services can be delivered? Will additional training be required? |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | Discuss with suppliers/subcontractors whether they have robust Business Continuity Plans in place – your service’s resilience is only as good as those on whom it depends. Ask your suppliers how they plan to respond to a crisis and what support they will give to your organisation. Consider whether future contracts should reflect concerns. |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | Decide how a reduction in service could be achieved while still delivering key services. How non-critical work would be stopped safely, smoothly and restarted again when possible to do so. |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | How will the support functions be affected by a fuel shortage? E.g. building maintenance, cleaning, food provisions for staff. |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | Identify how you would learn of a fuel shortage and what criteria would need to be met for your service to implement business continuity measures. What actions would need to be taken and at which points? |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | Assess the feasibility of increasing flexible working for staff (e.g. working from home). |

6.2. Travelling to and from the place of work

Getting staff to their place of work can be difficult during a fuel supply disruption, but there are various options to consider in order to overcome this obstacle.

| Complete | In progress | Not started | Not applicable | |
|--------------------------|--------------------------|--------------------------|--------------------------|---|
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | Document how staff usually travel to work and whether and what alternative forms of transport would be available if required |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | Consider whether it is possible for staff to work from home and support this where feasible. |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | Consider the use of satellite offices, if you have them. Staff may live closer to these offices and therefore it may be easier for staff to get to those locations to work. |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | Is car-sharing possible for some staff? |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | Consider hybrid cars when replacing existing cars in your organisation's fleet. |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | Encourage staff to use alternative means of transport instead of private vehicles, this may take longer but may enable staff to get to the organisation's premises. This could take the form of offering flexibility in their working time or providing relevant facilities e.g. bike racks, showers etc. |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | Is it possible to organise communal travel for some staff, for example by taxi or minibus. |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | Are there local hotels or other facilities where staff could stay? |

6.3. Communication

It is crucial to have clear and concise messages ready to give to your staff, stakeholders, and suppliers in the event of disruption.
It is important to ensure that the appropriate message is delivered to the correct people be they a staff member or a service user or carer.

| Complete | In progress | Not started | Not applicable | |
|--------------------------|--------------------------|--------------------------|--------------------------|---|
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | Have an agreed procedure on how to communicate plans to staff and what might trigger the business continuity plan being Implemented. |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | Have clear and concise messages ready, and a means of communicating to your staff that you are implementing some business continuity measures and how this will affect them. |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | Ensure that you have a named contact that people within the organisation are aware of and emergency contact details of staff. |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | Have clear and concise messages ready, and a means of communicating them to your staff, to let them know that business is returning to normal and that business continuity measures are no longer in effect. |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | Consider the messages you might need to give to service users and other stakeholders and the process for doing so. In some circumstances it may be useful to discuss possible impacts in advance. This dialogue will help inform planning on both sides and will be particularly important if services are likely to be affected. |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | Consider how your suppliers are going to be affected by a fuel shortage. Ensure there are clear lines of communications between you both and a process of keeping supplier and organisation informed of progress. Discuss with your suppliers how they intend to respond to a fuel shortage. |

7 Major and Ongoing Disruption of Fuel

7.1 Trust Actions

7.1.2 Review of activity

The impact of any disruption to fuel availability will need to be continually assessed by the Trust and it may be necessary to scale down or stop certain activities. This will be negotiated and agreed with Commissioners and in response to the overall London position. The Trust Business Continuity Plan and local business continuity plans will be activated at this point.

The Trust does not have fuel storage facilities beyond supply required for emergency generators, which provide a limited electricity supply. The Trust does not have any bulk distribution of fuel.

7.1.3 Fuel Reduction Measures

Where possible, the Trust should introduce business continuity measures to reduce the amount of staff and service user travel, e.g.

- holding telephone conferences instead of meetings.
- Staff should be encouraged to use public transport where possible.
- The Trust may consider introducing a minibus service for regular travel between sites.
- Consider a reduction in Service User Transport
- Consider the use of logoed vehicles prioritised

Court hearings and Tribunals may also be affected by the fuel shortage. The Command and Control Structure set out in the Incident Response Plan may be used to monitor the effect of the fuel shortage on services and implement business continuity measures.

7.2 National Emergency Plan – Fuel Implementation

In the event of major, ongoing disruption to the supply of fuel the government may introduce emergency powers and implement the National Emergency Plan –Fuel (NEP-F) in order to both conserve fuel and ensure that priority services and infrastructure are maintained.

Within the NEP-F are contingencies to restrict the amount of fuel accessible to the public and to ensure that the emergency services are supplied with fuel to provide their services.

Information relating to the current schemes in use will be available through the DECC website (www.decc.gov.uk).

Information relating to the activation of the NEP-F will come from the Civil Contingencies Secretariat, usually through the Department of Health or NHS England (London).

7.2.1 Maximum Purchase Scheme (MPS)

Under this scheme a maximum purchase amount will be set across all fuel filling stations affected by the shortage; all vehicles will be able to draw fuel to this limit.

Action:

The Trust may compile a list of local fuel stations and monitor opening times to let essential staff know the best options for getting fuel locally.

7.2.2 Emergency Services Scheme (ESS) and Designated Filling Stations (DFS)

If this scheme is introduced, the Government will instigate Designated Filling Stations (DFS) for use by certain types of vehicles.

Action:

The Trust will review the list of vehicles and inform staff which vehicles will be allowed and the location of the Designated Filling Stations and opening times. The vehicles covered under the ESS are recognised by their logos so no registration process is needed. These include:

- All logoed ambulances
- Patient Transport Services
- NHS Blood and Transplant
- Other NHS logoed vehicles
- Voluntary organisations including Age Concern, British Red Cross, Salvation Army, St Andrew's Ambulance, St John's Ambulance, WRVS.

A list of participating Designated Filling Stations will be available on the DECC website. All DFS will display a sign designating them as such.

7.2.3 Defined Essential Users (DES)

In the event of severely limited fuel stocks, the Trust will be asked to determine its essential users. The priorities set out in the National Emergency Plan – Fuel are:

- Activities to reduce mortality, morbidity and significant progression of disease.
- Activities that will alleviate human suffering, including palliative care.
- Activities that meet any legal obligations, such as those contained in The Children Act 2004, Mental Health Act 2007 and others.
- All other emergency clinical and social services.
- All other routine clinical and social services.
- All other functions and services.

Appendix A sets out the headers of the lists that should be used to identify staff that are essential users. This should include fuel suppliers, to ensure that vehicles used by Trust suppliers can obtain fuel.

7.2.4 Temporary Logo Scheme (TLS)

The Trust will provide temporary logos to staff designated as essential users. This will enable any designated staff to get access to fuel from a Designated Fuel Station.

The Temporary Logo is usually a sign which will need to be printed off (on A4 paper) and handed to Designated Essential Users. This may include a reference and logo. Drivers will need to take their Trust ID Cards to the Fuel Stations as they may be asked for ID before being issued with fuel. Normal payment conditions will apply, e.g. fuel cards or private payment and the limit set may also apply.

The Trust will endeavour to ensure that all staff requiring a temporary logo to continue to offer a healthcare service will be issued with a temporary logo. All temporary logos will be issued following this user priority moving from priority A to F.

A temporary logo will only be issued if staff require fuel to carry out their duties and not for commuting purposes.

The Incident Management Team will hold a summary of the number of vouchers required by each service by priority and will make this available during an incident according to Business Impact Assessment as shown in each business continuity plan. The group will log all logos issued and hold a central register.

Where no other “reasonable” means of transport is available the Trust will consider issuing logos on a case by case basis. This consideration will be conducted by a panel of three, including the On-call Director, a clinical lead and a member of the Assurance Team. This group will use the above priorities and the following factors to assess the requirement for a logo, however consideration by the panel will not necessarily result in a logo being issued. The group may request specialist advice when considering what is “reasonable” based upon an individual’s circumstances, and the criticality of roles from business continuity plans.

- Local access to public transport is beyond a reasonable journey from the staff member’s address
- Job role/function being required to maintain essential functions of the hospital (following activation of all available business continuity procedures within the service)
- Unreasonable length of commute by available transport (includes public transport, walking) during an incident

*Use of a Temporary Logo for accessing fuel in an emergency is at the discretion of East London NHS Foundation Trust as instructed by the NEP-F. **Staff should note** that by using the Logo to gain fuel they are subject to the following:*

Attempting to acquire fuel at Designated Filling Stations either outside the scheme (i.e. without a permit) or for personal use within the scheme is unlawful, and staff are liable to prosecution and possible disciplinary action should they be found to be abusing the scheme.

Action

If the shortage has occurred at short notice, the Incident Response Plan will be activated and the Incident Response Director, who will be either the Director of Operations or nominated deputy or the Director on-call will nominate a member of the Incident Management Team to determine the number of users (see Defined Essential Users above) and ensure that the logos are collected / delivered to staff. The Trust may be using the command and control structure set out in the Incident Response Plan to determine which staff will need to be Defined Essential Users as the number of staff falling into the categories may well exceed the number of Temporary Logos allowed for each organisation.

The Incident Response Director should liaise with the local authorities (contact details are in the Incident Response Plan) as they may have internal filling stations which could be used by the most essential services.

If the shortage is anticipated to occur over a period of time, the Director of Operations will oversee the process described above and make arrangements and appointments as necessary.

7.3 Fuel Messages

The trust will issue messages regarding fuel conservation and other relevant messages during the activation of the NEP-F. Example messages are included in Section 8 Annex A of the national plan, and should be used to guide messages issued by the trust. A copy of the plan is available from the Emergency Planning Manager.

7.4 Helpline

The Trust has in place the facility to open a helpline to support the use of temporary logo voucher schemes and provide assurance for fuel suppliers to check the validity of vouchers; this facility must operate 24 hours a day during activation. To avoid the duplication of work the Trust will work with neighbouring BartsHealth NHS Trust in reviewing the possibility of providing a joint helpline. To achieve this the Trusts will agree:

- Location of helpline
- Number to be used
- Staffing levels
- Issues escalation process
- Sharing of logo users list

7.5 Fuel Reduction Measures

Where possible, the Trust should introduce business continuity measures to reduce the amount of staff and service user travel, e.g.

- holding telephone conferences instead of meetings
- Staff should be encouraged to use public transport where possible

- Working hours may need to be reviewed and temporary accommodation for staff found to limit travelling and mitigate tiredness from working longer shifts
- The Trust may consider introducing a minibus service for regular travel between sites.
- Consider a reduction in Service User Transport
- Review how court hearings and Tribunals are affected and liaise with relevant authorities

7.6 Mutual Aid

The Incident Response Team will be overseeing mutual aid arrangements with other providers to support the delivery of essential services.

NHS England (London) will assist with mutual aid arrangements and will be communicating this to the relevant On-Call manager at the time of the fuel shortage.

8 Reporting

It is likely that NHS England (London) and Commissioners will introduce a reporting process. This may be via the existing SitRep system or a bespoke system for reporting by exception.

The Incident Management Team will establish an internal reporting system. This may be in advance of sit reps required by external organisations.

Action:

The Incident Management Director will decide on the reporting system to be introduced and establish a rota of members of the Incident Management Team who will be monitoring this system.

9 Cost Capture

A cost centre for expenses incurred during the fuel shortage should be established.

Action:

The Incident Response Director should establish a budget record for all costs incurred as this may be requested by Trust for your own budgeting purposes.

Apportionment of costs will need to be agreed by Incident Management Team / Executive Team.

The Human Resources Team will issue clear guidance to staff on how to record costs and expenses.

10 Staff Absence

There might be instances where staff are unable to attend work.

Action:

Human Resources may also need to issue guidance to staff on how to record absences and financial implications if they are unable to travel to work due to the fuel shortage, as set out in the Leave Policy. Local business continuity plans need to be activated.

11 Stand-down

The trigger for standing down arrangements under the NEP-F will be when the emergency is declared over by the government. Once this has been declared all temporary logos should be returned to the Emergency Planning Manager or the Assurance Team, who will arrange for auditing and destruction. No staff should attempt to keep a Temporary Logo issued by East London NHS Foundation Trust.

12 Recovery

The Incident Management Team or the Director of Operations will be responsible for the direction of recovery management as set out in the Trust Business Continuity Plan. Services should follow their business continuity plans and the procedures set out for recovery.

In addition, recovery will include

- Standing down the helpline
- Joint debriefing processes for the incident

Upon the commencement of stand down and recovery activities, all issued fuel vouchers are to be collected and retained by the Trust and audited against those issued, records of missing vouchers should be kept and action taken where necessary to recover the vouchers. Suspected misuse of vouchers should be recorded and appropriate disciplinary action taken. The Emergency Planning Manager, other designated individual, is responsible for this process following stand down. Upon completion of the audit all vouchers should be destroyed.

13 Reference Documents

Business Continuity Management for Fuel Shortages – Guidance for Organisations
Published by: Cabinet Office – Department of Energy and Climate Change, 2008

National Emergency Plan – Fuel (NEP-F) – published by the Department of Energy and Climate Change

London Strategic Emergency Plan, March 2010, version 6, published by the Government Office for London

Appendix A

| Name | Role | Service Dept/Ward / | Car Registration No. | DES Type | Home Postcode | Work Contact Number/mobile number | Email |
|--------------|--------------|---------------------|----------------------|----------|---------------|-----------------------------------|--|
| Jane Example | Ward Manager | Roman Ward, THCMH | T120 ATD | C | E1 4EF | 020 7856 5555 | jane.example@candi.gov.uk |
| | | | | | | | |
| | | | | | | | |
| | | | | | | | |

| | |
|--|------------|
| Please complete the spreadsheet to let us know which staff may need to be issued with a temporary logo (notice to put in their car window) in the event of a prolonged fuel shortage. | |
| The Temporary logo will need to match the car registration number printed on it. If Designated Fuel Stations are set up, staff may only be eligible to use their logo at certain allocated stations. | |
| | |
| The types of Designated Essential Users are: | |
| | DES |
| (a) Activities to reduce mortality, morbidity and significant progression of disease. | A |
| (b) Activities that will alleviate human suffering, including palliative care. | B |
| (c) Activities that meet any legal obligations, such as those contained in The Children Act 2004, Mental Health Act 2007 and others. | C |
| (d) All other emergency clinical and social services. | D |
| (e) All other routine clinical and social services. | E |
| (f) All other functions and services. | F |
| | |
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| | |
| <i>Please note you don't have to own the car listed but must be in the car when collecting fuel - e.g. If you car share with a partner or friend to get to work. You must have your ELFT Photo ID with you when going to any Designated Fuel Station.</i> | |
| | |

| | | |
|---|------------|--|
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| (b) Activities that will alleviate human suffering, including palliative care. | B | |
| (c) Activities that meet any legal obligations, such as those contained in The Children Act 2004, Mental Health Act 2007 and others. | C | |
| (d) All other emergency clinical and social services. | D | |
| (e) All other routine clinical and social services. | E | |
| (f) All other functions and services. | F | |
| | | |
| | | |
| <i>Please note you don't have to own the car listed but must be in the car when collecting fuel - e.g. If you car share with a partner or friend to get to work. You must have your ELFT Photo ID with you when going to any Designated Fuel Station.</i> | | |