

## Publicly Accessible Trauma First Aid Kits (Catastrophic Bleed) / Stretchers across Publicly Accessible Locations in Blackpool

### 1. Summary

This paper is written with the intention of it being submitted to:

- Blackpool Council's Corporate Leadership Team and Executive;
- Blackpool Teaching Hospital NHS Foundation Trust Executive Directors;
- Blackpool Community Safety Partnership.

This aim of this paper is to gain the support at an executive level to:

- Roll out individual and mass casualty Publicly Accessible Trauma First Aid Kits (PACT) into publicly accessible locations across Blackpool in order to preserve life as a result of a catastrophic bleed injury whether that is on a mass casualty or individual basis;
- Roll out holdalls containing canvas stretchers into strategic locations across publicly accessible locations;
- Explore funding opportunities to enable the roll out of this project;
- Utilise the Blackpool Teaching Hospitals Emergency Department Navigator Nurses to support training.

### 2. What are Publicly Accessible Trauma Kits?

*'Public and private sector organisations are strongly encouraged to enhance their first aid preparedness and response planning, so it takes into account the likely injuries as the result of a malicious event, such as a terrorist attack.'*

*To be located in publically accessible locations and areas to which people can easily access, PACT First Aid Kits are designed to be used by ANY person, regardless of their level of first aid training, and supports the first aid efforts until such time as the emergency services arrive. The PACT First Aid Kit can also be used by an injured person who is able to treat themselves.*

*The content within a PACT First Aid Kit supports the treatment of those with major bleeding (sometimes referred to as catastrophic bleeds, which can be as a result of a severed limb, an open wound and where there is substantial blood loss) and those who are unresponsive with absent or abnormal breathing'.*

National Counter Terrorism Security Office (2021)

In such an incident, the response from the emergency services may be delayed due to its nature, the threat and possible dangers that may be present. There are also increasing and significant day to day pressures on all healthcare system partners, therefore it is essential that the appropriate first aid equipment should be made available in publicly accessible locations to enable them to provide potentially lifesaving first aid until the emergency services arrive.

As well as this being applied to a malicious mass casualty scenario it can equally be applied to violent crimes such as a knife attack on an individual which potentially has a higher likelihood of occurring.

The PACT kits will contain the essential resources to manage a catastrophic bleed and the National Counter Terrorism Security Office (NaCTSO) standard illustrating the recommended equipment to be included in the kit can be found in Annex 1.

We have been liaising with a supplier who has been developing a QR code on our behalf that will be placed on the front of the PACT first aid kit housing taking the user, via their smart phone, to a video of a step by step guide of how to use the equipment.

This project needs to ensure it caters for the requirements of all stakeholders and similar initiatives. The supplier is able to provide equipment to meet the resource requirements of all stakeholders so they can be housed together.

### 3. Legislation and Benefits

**By implementing this project it will:**

- Potentially save lives
- Support implementing recommendations from the Kerslake report and possible recommendations from the Manchester Arena Inquiry Volume 2 report (*not yet published as this paper was written*)
- Support category 1 responders in meeting their statutory obligations of the **Civil Contingencies Act (2004)**
- Support elements of the [UK's Counter Terrorism Strategy \(CONTEST\)](#)
  - **Protect and Prepare** – protecting publicly accessible locations from a terrorist attack and being prepared to mitigate the consequences of an attack occurring,
- Support responders and businesses in meeting their potential statutory obligations in a forthcoming [Protect Duty](#)
- Support Blackpool Council's strategic priority of '*Creating stronger communities and increasing resilience*'
- Joining up the public's initial actions to an incident to compliment and support the response of partners and the emergency services.

### 4. Background

#### Manchester Arena Incident

The [Kerslake Report](#) is the product of an independent review into preparedness for, and emergency response to, the Manchester Arena attack on 22<sup>nd</sup> May 2017.

Two of the key recommendations are:

- **Recommendation J** – '*The Government should increase its support for public first-aid training programmes*'
- **Recommendation K** – '*All major transport hubs and public venues should possess and provide immediate access to basic frameless canvas stretchers to enable rapid movement and evacuation of casualties during terrorist attacks or other high-threat or dynamic-hazard incidents*'

Whilst we await the conclusion of the formal Manchester Arena inquiry it is anticipated that there will be similar and more detailed recommendations to follow.

### **Blackpool Council Exercise**

In July 2021 Blackpool Council along with partners conducted a table top exercise. During the exercise the participants received a presentation from a specialist organisation who made the suggestion and recommendation for the introduction of PACT kits. At that time a standard of what equipment should be used for such kits was not available. However since then, in November 2021, the [National Counter Terrorism Security Office \(NaCTSO\)](#) launched a national standard in relation to PACT Kits.

### **Knife Crime Reduction / Violence Reduction Network**

Whilst the initial driver for the introduction of this project was in relation to addressing the recommendations from the above it transpired after discussions with stakeholders that a similar project was being discussed in relation to managing catastrophic bleeds and trauma due to knife crime.

### **Lancashire Violence Reduction Network**

We work across the public sector and with charities and community groups to better understand and support individuals and communities throughout Lancashire. We are taking a partnership approach to bringing about positive changes in communities throughout Lancashire. These projects are created or selected based on a deep understanding of communities, brought by those who are living and working within them. We strive to ensure all preventative measures are taken to avoid violence occurring but it is inevitable, particularly in the night time economy when the realities of drink and drugs take hold. We support the measures being proposed in order to be able to save lives, and to limit the seriousness of injuries sustained by expediting the delivery of quality first aid availability.

## **5. Joint Initiative**

This is a joint initiative driven by the groups and organisations identified below.

### **Organisations**

- Blackpool Council
- Blackpool Teaching Hospitals NHS Foundation Trust
- Lancashire Constabulary
- Counter Terrorism Policing North West
- NWAS
- LFRS

### **Groups**

- Blackpool Protect and Prepare Group
- Blackpool Protect and Prepare Business Group
- Blackpool Community Safety Partnership

The Protect and Prepare Business Group are extremely supportive of the idea and are willing to host the PACT kits in secure, but accessible to the public, locations. Whilst the equipment is intended to be used by the public the group is supportive of the idea to train their first aid at work trained staff in appropriate trauma training.

## 6. Training

In order to meet the NaCTSO standard it is important that the equipment is self-intuitive for a member of the public to use should it be required. However another positive aspect of bringing the initiatives outlined above together with the various stakeholders involved is that this allows access to Emergency Department Navigator Nurses from Blackpool Teaching Hospitals to be able to train staff (*subject to managing demand*), in how to manage a catastrophic bleed, in locations where the equipment will be hosted.

## 7. Locations of PACT Kits / Stretchers

### Individual PACT kits

It is intended to initially host the equipment in the organisations listed in appendix 3. The majority of these organisations are from the Blackpool Protect and Prepare Business Group.

A representative from the Security industry Authority is a member of the group and is helping make the connections with the Night Time Economy so that they too can be part of the initiative. Links are also connected from Lancashire Constabulary's and Blackpool Council's licensing departments.

### Multiple PACT Kits for Mass Casualty Incidents

As well as the businesses highlighted in appendix 3 hosting the publicly accessible trauma kits some of them have also agreed to host larger holdalls containing multiple trauma kits that could be deployed to a nearby mass casualty incident. These will be strategically placed across the town centre landscape that may constitute a crowded place and should be available 24/7.

### Stretchers

In order to address recommendation K from the Kerslake report, the holdalls containing stretchers will be co-located with the multiple PACT kits for mass casualty incidents (see appendix 2)

## 8. Blackpool Council CCTV Control Room – mapping and communication of equipment

Once the PACT kits are in place their locations will be mapped on to a system and held within Blackpool Council's CCTV Security Control Room. The advantage of this is that if they are made aware that an incident has occurred they will be able to direct either shop staff or door supervisors from night time economy venues to PACT resources via the Shopwatch and Pubwatch network radios. This also alerts other users that an incident has occurred.

## 9. Costs

### PACT First Aid Kits

- The unit cost of a Blackpool PACT First Aid Kit when bought in large numbers is £103.50
- Therefore 45 kits = £4657.50

### Mass Casualty Holdalls

- A holdall to house 10 disposable stretchers and 6 trauma packs is £33.73
- Therefore 10 holdalls = £337.30 (includes x2 spares, can be used during exercises)

### Mass Casualty PACT First Aid Kits (*same equipment without the housing*)

- The cost of PACT Kit to be contained in the mass casualty holdall is £99.08

- Therefore 60 kits = £5944.80
  - 6 kits per bag can treat potentially between 12-24 persons depending upon the nature of injuries.
  - X8 bags (excl 2 spares) = between 96-192 persons could be treated in a mass casualties scenario if all the bags are used collectively.

### Disposable Stretchers

- The cost of each disposable stretcher = £13.45.
- There will be x10 stretchers in each mass casualty bag and therefore x100 disposable stretchers = £1345.00.
- The cost of the products for this project is = £12,284.60 excl VAT
- Inclusive of VAT at £2,456.92 = £14,741.52
  
- Contingency for increase in costs/additions at 10% = £1,474
  
- Total costs = £16,215.52 – to include contingency rounded to £20k.
  
- Emergency Department Navigator Nurses time for training is provided as a contribution from Blackpool Teaching Hospitals free of charge

We are looking to roll out 42 of the individual PACT First Aid kits in the launch of this project however it is anticipated that demand may grow perhaps in schools and other organisations once the project has been promoted. Unless there is further funding available it will be for those organisations to source the PACT First Aid kits themselves.

## 10. Funding Opportunities

### Confirmed:

- £6600 - Community Safety Partnership (Home Office, Safer Streets initiative)
- £3,000 – Blackpool Teaching Hospitals Emergency Preparedness, Resilience and Response (EPRR)
- £5,400 - Blackpool Council.

### Parties to have further conversations with:

- Blackpool Clinical Commissioning Group
- Police and Crime Commissioner Office

## 11. Risks

### Risk of Not Doing Something

The risk of not doing anything could potentially lead to the loss of life or life changing injuries.

Blackpool's busy nightlife in the heart of the town centre and tourism area are identified risk/hotspot areas for violent crime, and whilst we would never want to have the need to utilise trauma first aid packs, this environment is statistically and predictably where they are likely to be used.

The North West Ambulance Service continue to face high demand and their response times continue to be challenging due to the high demand for emergency healthcare services. Time matters when dealing with significant trauma/knife wounds and you can bleed to death in minutes. Prior to the arrival of NWAS – access to trauma first aid packs for use by members of the public/first responders (including Police) could significantly increase the chances of survival of the victim by preventing substantial blood loss.

### **Currency of Clinical Equipment**

There is a risk that when the PACT kit ownership is transferred to the host organisation that it is not maintained in relation to currency of dressings. There will be a requirement to ensure equipment is in date every few years. This will be an agreement made with the host organisations which will be reviewed via the Protect and Prepare Business Group.

## **12. Next Steps / Timeline**

- Presentation to Blackpool Community Safety Partnership to apply for funding and gain support for the project, 28<sup>th</sup> March 2022 – complete.
- Update to Community Safety Partnership, 08<sup>th</sup> June – complete.
- Meeting with NWAS Deputy Medical Director and Snr Clinical Lead for NWAS Emergency Ops Centre – complete.
- Papers for approval delivered to Blackpool Council Corporate Leadership meeting, 28<sup>th</sup> June 2022 (to be submitted – 23<sup>rd</sup> June) - complete.
- Papers for approval delivered to Blackpool Teaching Hospitals Exec meeting, June 2022 – complete.
- Papers for approval delivered to Blackpool Council Executive meeting (Elected Members) – 11<sup>th</sup> July.
- Order Resources – August 2022
- Rollout and launch – August/September 2022 (subject to supply chain accessibility, approvals and funding)

## Annex 1 – National Counter Terrorism Office (NaCTSO) Public Access Trauma First Aid Kit Standard







## STANDARDS

### For

## Public Access Trauma (PACT)

### First Aid Kit

#### Desired Outcome

The business premises of public and private sector organisations are ideally suited to locating **Public Access Trauma (PACT) First Aid Kits** in areas to which the general public have access. These first aid kits, for use by any person regardless of their level of training, supports the treatment of life threatening injuries and will significantly enhance an organisations first aid preparedness, increase the first aid resilience amongst the general public and ultimately, improve the survivability of a person with life threatening injuries.

#### Accessibility, Storage and Content

A **PACT First Aid Kit** should be:

- a) Located in areas to which the public have access.
- b) Available for use by any person.
- c) In a sealed **GREEN** pack which is clearly labelled **Public Access Trauma First Aid Kit** with a white cross on a green background.
- d) At a minimum, contain the following items:

	Item Description	Quantity
1	Personal Protective Equipment <i>Disposable gloves (x4 pairs), disposable glasses, disposable face mask</i>	2 sets
2	Tuff Cut Scissors	2
3	Large Trauma Wound Dressing	4
4	Woven Triangular Bandage	2
5	Windlass Tourniquet	2
6	CPR Face Shield	2
7	Indelible Marker Pen	2
8	PACT First Aid Kit Aide Memoire	2

#### Legalities

Beyond the [Health and Safety \(First-Aid\) Regulations 1981](#) which requires employers to provide adequate and appropriate equipment, facilities and personnel to ensure their employees receive immediate attention if they are injured or taken ill at work, there is no specific legal duties relating to having in place publically accessible first aid kits. However, the [Health and Safety Executive](#) strongly recommends that non-employees are included in an assessment of first-aid needs and that provision is made for them.

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St John  
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### How to achieve good practice

#### Organisations should:

- a) Ensure the kit is included within, and forms part of an organisations First Aid Needs Assessment.
- b) Have in place a formal risk based process which determines the best location for the kit.
- c) Embed the name “**Public Access Trauma First Aid Kit**” and “**PACT First Aid Kit**” within the first aid culture of the organisation.
- d) Ensure all individuals within the premises are aware of the kit location, use and contents.
- e) Locate the kit with other publically accessible first aid provisions such as defibrillators.

### How to achieve leading practice

#### Organisations should:

- a) Have a clearly defined process for consulting and sharing the location of the kit with neighbouring organisations and emergency services.
- b) Ensure the kit forms an integral part of an organisations first aid response plan.
- c) Hold specific contingency plans which take into account the likely incident and injuries which would require the use of the kit.
- d) Have an agreed understanding that the kit may be used by emergency services on those occasions where they need it to supplement their own kit.
- e) Ensure the kit forms part of a first aid exercise programme where relevant lessons are identified and reflected in plans and arrangements.
- f) Ensure that sufficient staff have received additional, and where applicable, accredited training in the use of the kit.

### Further Guidance and Supporting Documentation

[National Counter Terrorism Security Office](#) - Information and guidance on counter terrorism protective security and preparedness, which includes CT first aid.

[St John Ambulance](#) – Accredited first aid training and suppliers of first aid products.

[citizenAID](#) - Free information on how to stay safe and treat casualties before the 999 services arrive. Suppliers of first aid products.

[Faculty of Pre Hospital Care](#) – Information on pre hospital clinical standards

[Resuscitation Council UK](#) – Information on CPR and defibrillators.

[British Heart Foundation](#) – Information on defibrillators.

[Health & Safety Executive](#) – Guidance for employers on first aid

Annex 2 – Examples of Products

**Example of Publicly Accessible Trauma First Aid Kit**



Item	<u>PACT Kit</u>	<u>Blackpool PACT Kit</u>
Trauma Dressing	4	4
Chitogauze	0	1
Russell Chest Seal	0	0
Fox Chest Seal (pack of 2)	0	1
Sof Tactical Tourniquet	0	0
STAT Tourniquet	2	2
Resus Face Shield	2	2
Nitrile Gloves	4	4
Scissors	2	2
Face mask	4	4
Glasses	4	4
Red Bag	0	0
Green Box	1	1
Instruction Card	1	1

Blackpool PACT Kit – bespoke to include all stakeholder requirements.

- Can treat 2 – 4 persons per individual pack

**Example of a Holdall Holding Multiple Trauma First Aid Kits**  
(Labelling to be included)



<p><b>Disposable Stretcher</b></p>	 A yellow disposable stretcher with black straps, laid flat. The stretcher is rectangular with a textured surface and has four black straps attached to the corners, two on each side.
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**Annex 3 – Organisations to Host PACT First Aid Kits**

Initial Businesses to Host Equipment (Majority have already agreed)

1	Blackpool Tower Ballroom
2	Blackpool Tower Circus
3	Blackpool Tower Top
4	Blackpool Tower Control Room
5	North Pier
6	Central Pier
7	South Pier
8	Winter Gardens Conference Centre
9	Winter Gardens Opera House
10	Winter Gardens Ballroom
11	Winter Gardens Thoroughfare
12	Hounds Hill North
13	Hounds Hill South
14	Hounds Hill Control Room
15	The Sandcastle x2
16	Sea Life Centre
17	Madame Tussauds
18	Blackpool and the Fylde College x2
19	Blackpool Sixth Form College x2
20	Blackpool Council Municipal Buildings
21	Blackpool Council Town Hall
22	Blackpool Council Bickerstaffe House
23	Blackpool Council – Tourist Information Centre
24	Blackpool Lifeboat Station
25	Blackpool Pleasure Beach
26	Blackpool Sports Centre
27	Palatine Sports Centre
28	Moor Park Sports Centre
29	The Grand Theatre
30	Odeon Cinema

To make approaches to licensed premises via Night Time Economy Contact and Licensing Departments in relation to wider distribution of the kits.