

CUMBRIA HEALTH AND WELLBEING BOARD

Meeting date: 10 July 2020

From: Director of Public Health

OUTBREAK CONTROL PLAN

1.0 EXECUTIVE SUMMARY

- 1.1 *As part of the national recovery plan for Covid, upper tier local authorities are required to publish a local Outbreak Control Plan. This report sets out the approach that has been taken in Cumbria and asks the Health and Wellbeing Board to note Plan (Appendices 1 and 2) and the measures contained within it to prevent, control and manage Covid-19 incidents and outbreaks, if and as when they emerge.*

2.0 LINKS TO THE HEALTH AND WELLBEING STRATEGY

- 2.1 The Health and Wellbeing Board exists to provide strategic leadership and promote closer integration of health and care, through partners working together to ensure that everyone in Cumbria is able to benefit from improvements in health and wellbeing.
- 2.2 The Board has a responsibility to ensure a collective awareness of the major changes, pressures and risks across health and wellbeing services and provide opportunity to review, comment and consider the opportunities for collaborative approaches to address or manage these.
- 2.3 The Board is responsible for providing a structure for strategic local planning and accountability of health and wellbeing related services across a range of sectors and providers and for providing County-wide strategic leadership to public health, NHS, adults social care, children's social care and other relevant local authority commissioning - acting as a focal point for determining and agreeing health and wellbeing priorities and outcomes.

3.0 RECOMMENDATION

- 3.1 *That the Board approves the Outbreak Control Plan (Appendices 1 and 2).*

4.0 NATIONAL CONTEXT

- 4.1 The COVID-19 epidemic is entering a new phase. Following a rapid rise in cases that peaked in early April, there has been a longer, more gradual reduction in new cases. This is now levelling off, suggesting that rather than there being a single national epidemic, we are now entering a phase where the general transmission across the country will remain at low levels for quite some time, with local outbreaks taking over as the main feature rather than there being a consistent national picture.
- 4.2 In this new phase it is crucial to be able to identify and respond rapidly to local outbreaks through rapid case identification, and tracing and isolation of contacts. The NHS Test and Trace service was launched on 28th May 2020 with the primary objectives to control the COVID-19 rate of reproduction (R), reduce the spread of infection and save lives. This will help return life to as normal as possible, for as many as people as possible, in a way that is safe, protects our health and care systems and releases our economy.
- 4.3 However it is clear that as we move to a pattern of national epidemic to one of local outbreaks, the response also needs to move from national strategy to local response. As part of that response, Upper Tier Local Authorities have been required to develop Local Outbreak Control Plans by 30 June 2020.
- 4.4 The Department of Health and Social Care (DHSC) has advised that the Local Outbreak Control Plan is centred around 7 themes:
1. Planning for local outbreaks in care homes and schools (e.g. defining monitoring arrangements, identifying potential scenarios and planning the required response).
 2. Identifying and planning how to manage other high-risk places, locations and communities of interest including sheltered housing, dormitories for migrant workers, transport access points (e.g., ports, airports), detained settings, rough sleepers etc (e.g. defining preventative measures and outbreak management strategies).
 3. Identifying methods for local testing to ensure a swift response that is accessible to the entire population. This could include delivering tests to isolated individuals, establishing local pop-up sites or hosting mobile testing units at high-risk locations (e.g. defining how to prioritise and manage deployment).
 4. Assessing local and regional contact tracing and infection control capability in complex settings (e.g., Tier 1b) and the need for mutual aid (e.g. identifying specific local complex communities of interest and settings, developing assumptions to estimate demand, developing options to scale capacity if needed).
 5. Integrating national and local data and scenario planning through the Joint Biosecurity Centre Playbook (e.g., data management planning including data security, data requirements including NHS linkages).

6. Supporting vulnerable local people to get help to self-isolate (e.g. encouraging neighbours to offer support, identifying relevant community groups, planning how to co-ordinate and deploy) and ensuring services meet the needs of diverse communities.
 7. Establishing governance structures led by existing Covid-19 Health Protection Boards and supported by existing Gold command fora and a new member-led Board to communicate with the general public.
- 4.5 On 22 May 2020 the Government announced £300m additional funding for local authorities to support them to develop and action local Outbreak Control Plans. On 10 June it was announced that the funding is based on the 2020/21 Public Health Grant allocation, and for Cumbria County Council the allocation from this funding is **£1,717,862**. Greater clarity is needed on the nature of this funding, notably whether it will be recurrent in 2021/22.

5.0 CUMBRIAN OUTBREAK CONTROL PLAN

- 5.1 The primary responsibility for the production of this plan lies with the County Council as the upper tier authority. As such it has been approved by the Leader of the Council, the Chief Executive and Director of Public Health. However, the Cumbria Outbreak Control Plan reflects a multi-agency response to COVID-19. It has therefore been developed through the Cumbria Local Resilience Forum (CLRF) and forms part of the overall Cumbria Emergency Plan (CEP) framework. All partners to the Cumbria Local Resilience Forum (CLRF) endorse this plan and will contribute as appropriate to delivering it.
- 5.2 This Outbreak Control Plan outlines the overall aim and objectives and the consequent actions that will be taken to prevent, control and manage Covid-19 incidents and outbreaks, if and as when they emerge. It describes our local whole system response and it has been developed with a wide range of stakeholders and overseen by the Health Protection Board. The Aim of the Plan is:

To prevent avoidable mortality and reduce harm from COVID-19, and to allow lockdown restrictions to be safely relaxed.

- 5.3 The Objectives of the Plan are:
- To establish a robust local multi-agency approach to infection prevention and control and outbreak management;
 - To prevent outbreaks of COVID-19 by early identification of, and intervention in, individual incidents in key settings;
 - To reduce the extent and severity of outbreaks by rapid testing, contact tracing and implementation of appropriate control measures;
 - To ensure that outbreak control measures are proportionate to risk and take account of wider public health and other socioeconomic considerations.

5.4 This plan describes Cumbria's approach to managing outbreaks of COVID-19. The attached papers set out this approach:

Part 1 describes the overall strategy and approach being taken.

Part 2 sets out the detail of the operating procedures that each bit of the local system will follow.

5.5 The Cumbria approach to outbreak management is based around the following key elements (Presentation and Appendix 3 provide further detail):

Prevention

Preventing people from contracting the virus in the first place remains the first line of defence. We will encourage and support the development of COVID-secure arrangements across all settings, educate about and promote the adoption of robust infection prevention and control practices particularly in more vulnerable settings, and continue to promote widespread public adherence to physical distancing and appropriate hygiene measures.

Surveillance and Case Finding

We are establishing networks that will enable rapid case finding and referral through primary care, schools, care homes, and high risk workplaces in the county. Ultimately these networks will expand to include a much wider range of community organisations that can provide valuable local intelligence. These networks will identify symptomatic people, advise them to self-isolate, and inform a central contact point to arrange contact tracing and advice provision.

As the national contact tracing service is established and grows in scale and scope, it will feed in to our local surveillance and case finding system and will alert us locally to outbreaks that would best be managed locally.

Central Contact Point

We have established a central contact point for notification of cases and potential outbreaks. Ultimately this is will develop into the Single Point of Contact for the national and regional systems to alert us to outbreaks, but initially it will also pick up individual cases. This central contact point is located within the County Council Contact Centre, with professional support from the Public Health Team.

Coordination

Responses to incidents and outbreaks are coordinated by a joint Incident Management Hub. This group meets on a daily basis to receive reports of new incidents, allocate a lead Incident Manager, agree actions required and review progress with tackling incidents. Where outbreaks are particularly challenging, significant in scale, or where there are a number of similar outbreaks ongoing, specific Outbreak Control Teams (OCT) may be established to oversee these.

Data Integration

We have established a central shared data system for managing the contact tracing and outbreak control process that is accessible by a range of partners in Cumbria in order to ensure that cases and contacts are appropriately logged and followed up and that incidents and outbreaks can be effectively managed.

The local Multi Agency Information Cell (MAIC) brings together data from this system, national testing and contact tracing data and local data on factors such as hospital admissions, in order to establish a comprehensive understanding of the local epidemiology of the disease. This in turn enables better communications with the public and better planning and response to potential local outbreaks.

Testing

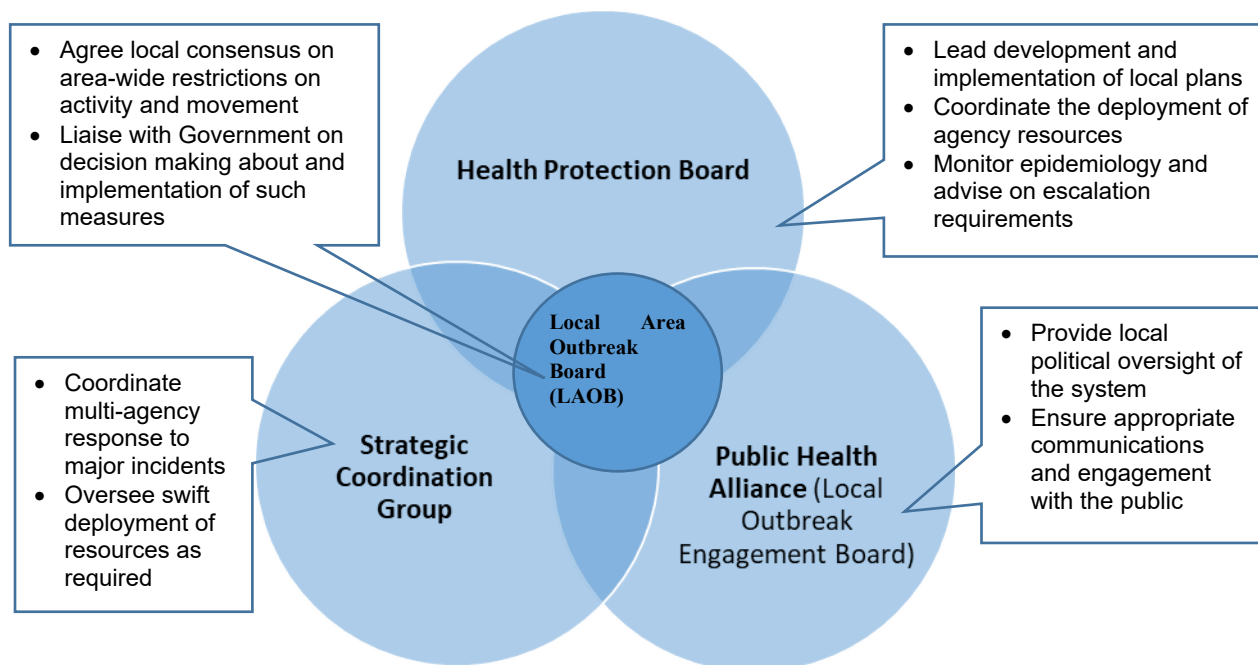
We have access to substantial testing resources both through local laboratory services (Pillar 1) and national systems (Pillars 2 and 5). Both will be utilised through this process. Where possible we will work closely with our local testing systems as these are able to provide more rapid and responsive testing services to enable us to respond quickly to incidents and outbreaks. In outbreak situations we have access to mobile testing facilities that can be deployed to undertake larger scale community swabbing as required.

Contact Tracing

We have established contact tracing capacity through the local NHS sexual health service and District Council Environmental Health Officers (EHO). Plans are in place for this to be further supplemented by staff appointed by Public Health England. Full operational details of our approach to contact tracing can be found in Part 2 of this plan. In order to support

6.0 GOVERNANCE AND COMMUNITY ENGAGEMENT

- 6.1 In order to ensure a coordinated approach, robust governance arrangements have been put in place:



6.2 The processes for decision making about the imposition of restrictions of freedom of activity and movement at a local level have not yet been fully clarified by Government. Local agencies have the appropriate authority (and powers, where necessary) to manage individual site-specific outbreaks, for example in workplaces, care homes, or schools. However if wider area restrictions need to be considered it is expected that there would be a role for the Joint Biosecurity Centre and for Government.

6.3 At the time of writing this remains an aspect where further Government guidance is required particularly in terms of decision making and associated powers. However recent experience in Leicester suggests that such powers still reside with Ministers.

7.0 CONCLUSION

7.1 This plan is currently out for consultation. People have until 31 July to provide feedback on the plan. In the interim the plan is live.

7.2 Following review of consultation feedback a final plan will be adopted by Cumbria's Local Resilience Forum and will form part of the overall Cumbria Emergency Plan framework. The plan will be kept under regular review as the position regarding COVID-19 continues to develop.

Colin Cox
Director of Public Health

July 2020

APPENDICES

- Appendix 1 Cumbria COVID-19 Local Outbreak Control Plan: Part 1 – Strategy, Management and Oversight
- Appendix 2 Cumbria COVID-19 Local Outbreak Control Plan: Part 2 – Operational Response
- Appendix 3 Approach to Outbreak Management Presentation

BACKGROUND PAPERS

No background papers.

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