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| DATE | 17th September 2020 |
| TITLE OF REPORT | <u>Covid 19 Outbreak Control Plan and Local Governance Arrangements</u> |
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1. Purpose

1.1. At the July 2020 Board meeting it was recommended that the Board receives an update on the governance arrangements, for the COVID-19 outbreak management plan and test and trace programme. This report updates the Board on the Dudley Covid-19 Outbreak Control Plan and Local Governance Arrangements and provides assurance to the Board that the plans and arrangements are fit for purpose, with clear accountability.

2. Background

2.1. The Dudley outbreak control plan has been developed to ensure that the Dudley Health and Care system continues to provide the system wide response needed to reduce the spread of COVID-19, to prevent and minimise the impact of a potential second wave and to mitigate the impact on the health and social care system, communities and local economy.

2.2. The plan details how we identify early and manage local outbreaks and how we will support high risk locations and vulnerable communities. The plan supports the NHS Test and Trace service - a central part of the government's Covid-19 recovery strategy.

2.3. The Test and Trace service includes four 'tools' to control the virus: test, trace, contain and enable, as set out in Figure 1.

2.4. This plan provides a robust mechanism for responding to Covid-19 outbreaks across a range of settings and issues. Figure 2 outlines the seven key themes.

Figure 1: Test and Trace Virus Control Tools

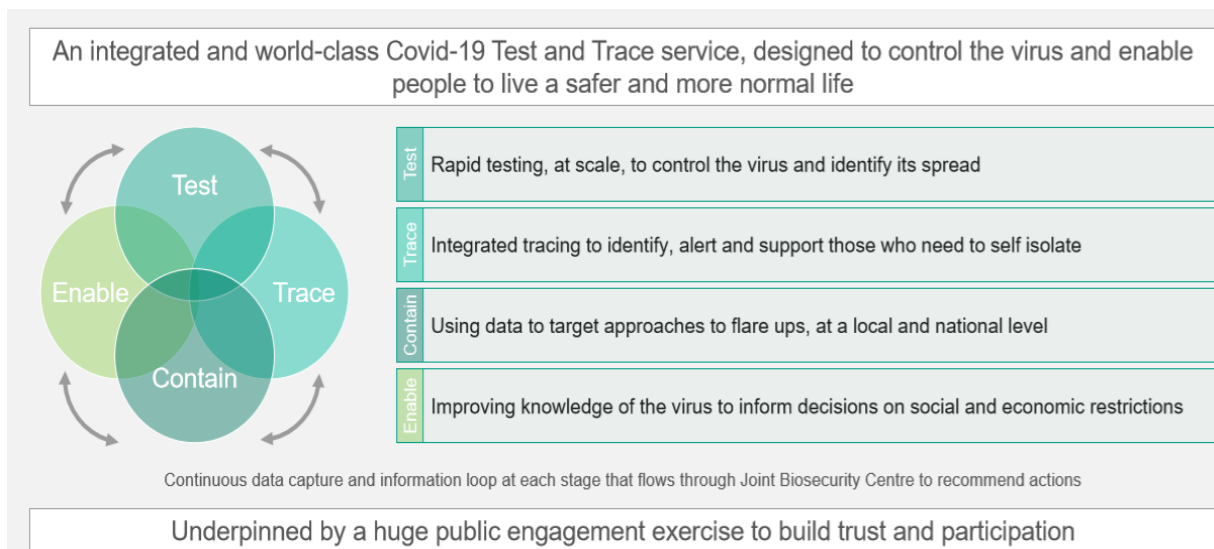
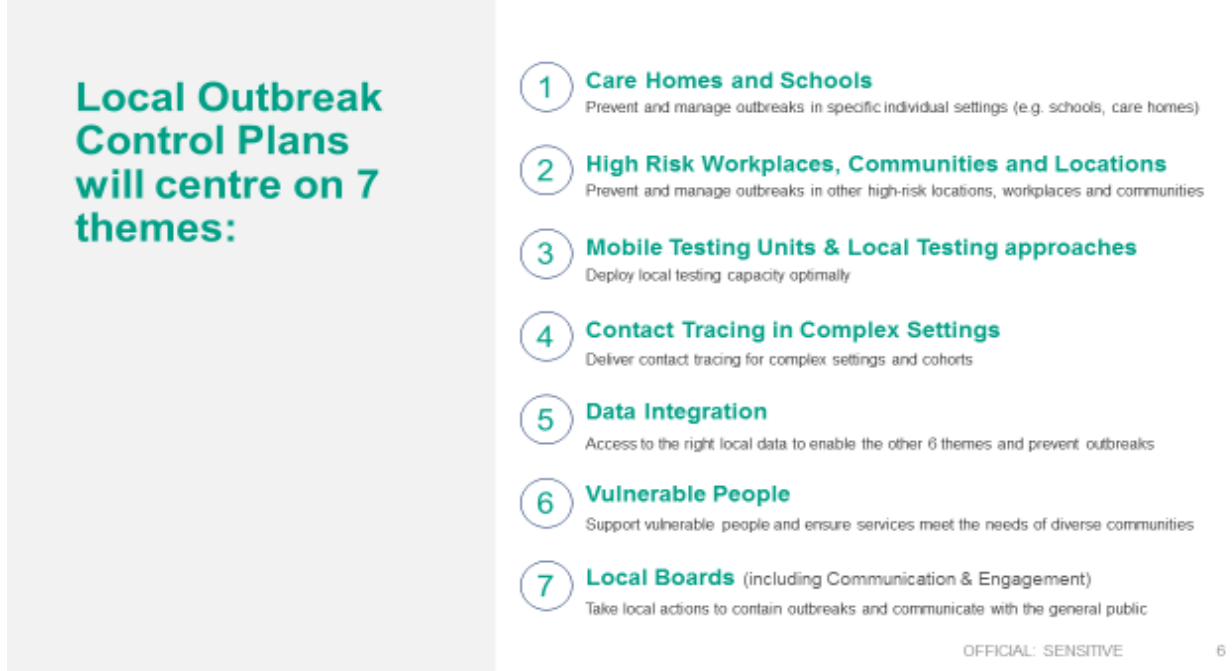
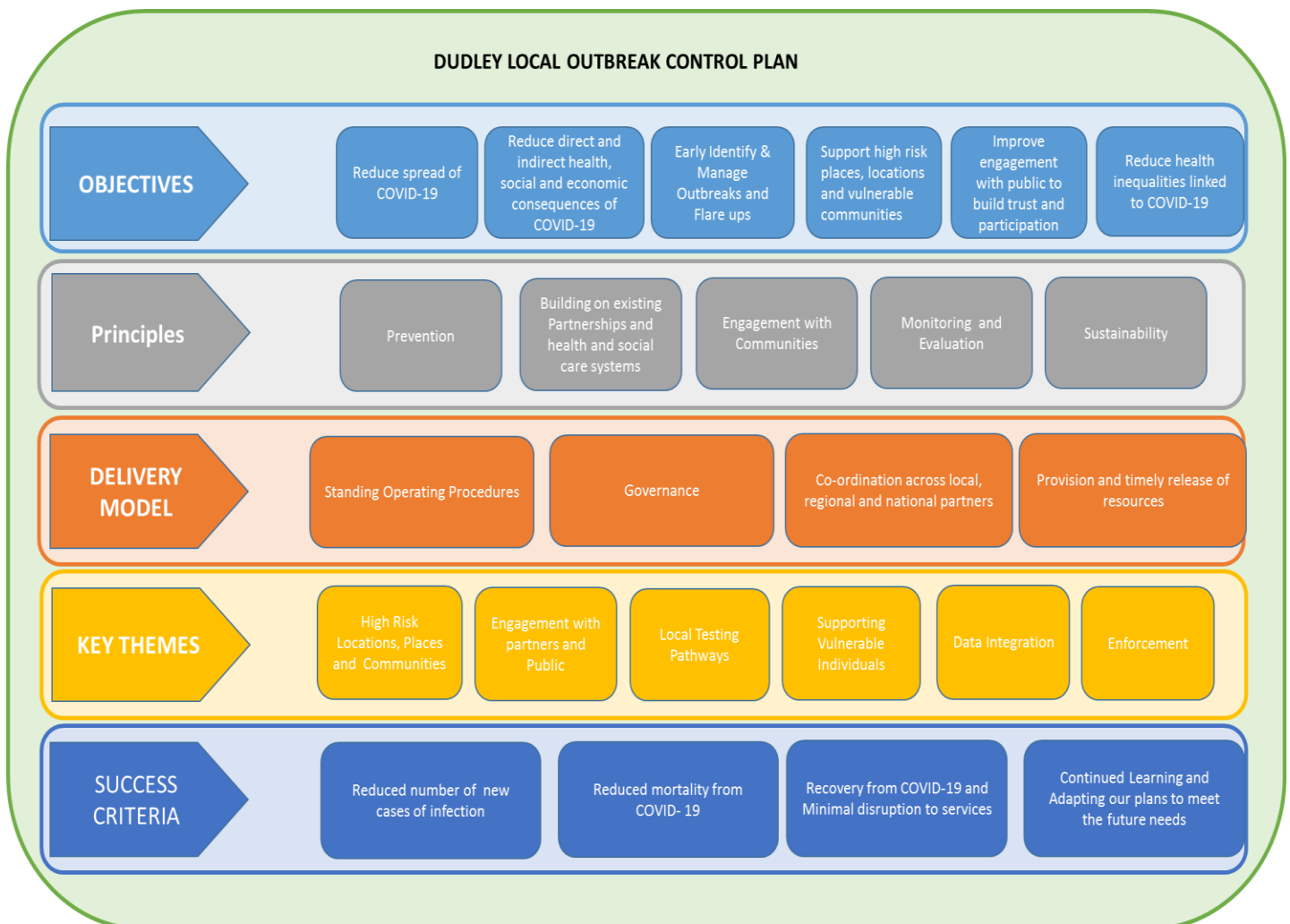


Figure 2: Key Themes of the Outbreak Control Plan



2.5. An overview of the plan is provided in figure 3.

Figure 3: Overview of the Outbreak Control Plan



3. Key Points

Governance Arrangements:

- 3.1. Dudley's Director of Public Health (DPH) has responsibility to produce the Local Outbreak Control Plan. The DPH in consultation with key partners has put in place governance arrangements to oversee the development, implementation, delivery and monitoring of the plan (figure 4)
- 3.2. The success of local governance relies on good relationships and integration with national, regional and local partners and schemes, and good communication and engagement with the public.
- 3.3. The DPH chairs a multi-agency COVID-19 Health Protection Board (previously COVID-19 Incident Management Programme) which oversees the development of the plan. The Board works closely with the Local Resilience Forum, Strategic Co-ordinating Groups and a new Member led public-facing Engagement Board to implement the plan.
- 3.4. The Engagement Board leads on developing a robust plan to overview communications and undertake public engagement to build trust and participation..
- 3.5. The Board has overseen the development of a communication and engagement strategic framework, which supports PHE's communication strategy. Implementation is being supported by multiagency communication and engagement working groups
- 3.6. A communications media protocol has been developed across all partners to coordinate and align partner communications on COVID. It outlines how partners will manage and respond to the media should a local outbreak occur, ensure there is a system in place for agreeing joint statements where appropriate and enables system wide proactive response to support the three key strategies outlined within the local outbreak plan:
 - 3.6.1. Amplify the national campaign, including the NHS Test and Trace messaging, through local channels with tailored messages for key audiences
 - 3.6.2. Establish clear understanding of the Dudley Local Outbreak Plan among key stakeholders
 - 3.6.3. Ensure rapid response is achieved in the event of local outbreak
- 3.7. An engagement implementation plan has been developed which aims to
 - 3.7.1. Engage with the right people in the right way at the right time
 - 3.7.2. Provide opportunities for continued dialogue with partners and communities
 - 3.7.3. Focus on collaboration so that partners and communities have ownership of the messages and the communication channels
 - 3.7.4. Ensure that messages resonate with the key audiences

3.7.5. Utilise a broad and deep range of existing local channels, communication routes and relationships.

3.8. The 3 strategies to engagement are:

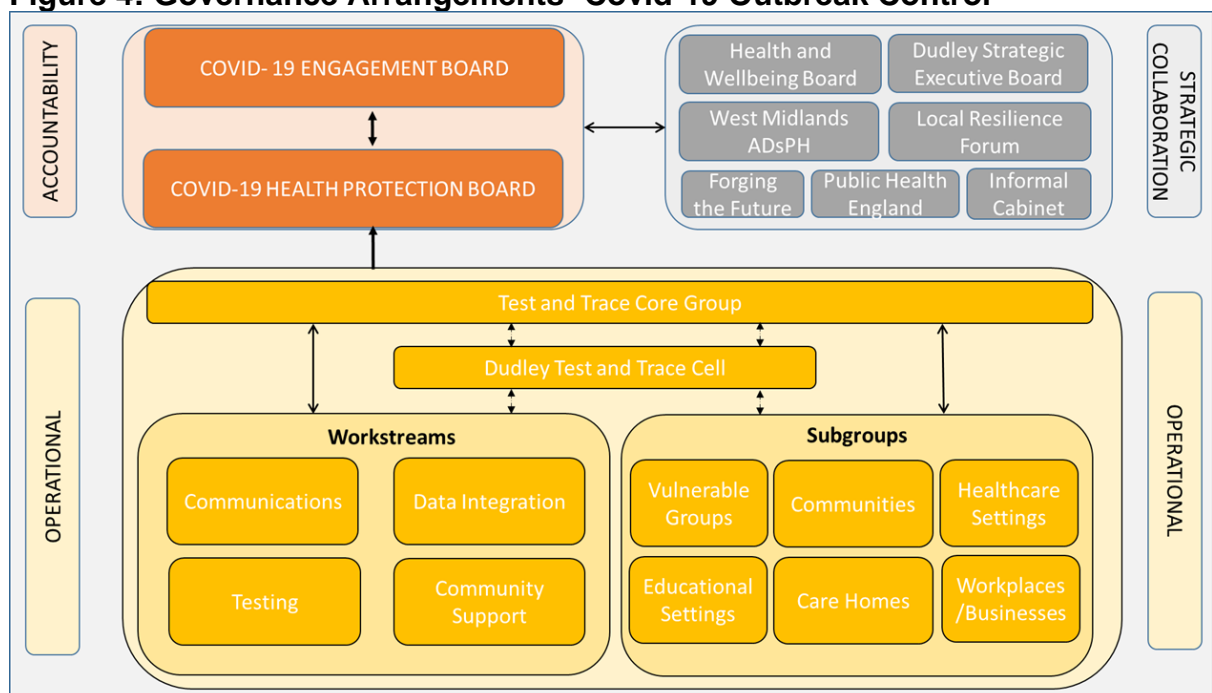
- **Covid community champions** - anyone in the community. The person that everyone knows and trusts or someone who wants to help. People sign up to be a Champion, receive the latest advice and guidance, then share with anyone in their community. Champions also let the council know what is and isn't working.
- **Key influencers** – people respected by the specific target audience - to add power and impact to messages for these audiences. They may be asked to provide a quote, a short video/ voice message etc. to be used through various communication channels.
- **Work with existing groups and networks** - to ascertain what they think about COVID-19 and the T&T process. What are the barriers to people adhering to the guidance and how can we counter these? What messages and communication channels would be most effective?

3.9. A public facing data dashboard has been developed which is updated weekly. This provides information on the impact of COVID-19 locally and is aimed to demonstrate transparency and reassure the public and foster trust.

3.10. Monitoring of the programme is overseen by these Boards. Associated risks are reported to the Boards on a regular basis.

3.11. The plan and governance arrangements are continually reviewed and adapted as the local situation changes, in line with national guidance, engagement and consultation with local people and communities

Figure 4: Governance Arrangements- Covid-19 Outbreak Control



- 3.12. Six multi agency sub-groups have been established to cover all identified high risk settings. The sub-groups have built on our experience and learning of working with settings like care homes, workplaces, communities and educational settings. These subgroups are supported by various workstreams including data integration, workforce development, testing, engagement and communication
- 3.13. The Test and Trace Core Group develops the outbreak control plan and oversees and supports operational delivery of the programme, identifying, monitoring and escalating risks as required.
- 3.14. The Test and Trace Cell delivers the local response to the national test and trace programme
- 3.15. The key responsibilities of the Boards and groups in the local governance system are listed in figure 5.

Figure 5:

| Board / Group | Responsibilities |
|---|---|
| COVID-19 HWWB Engagement Board (multi-agency group) | <ul style="list-style-type: none"> • To ensure that the Test and Trace response is delivering the right interventions to protect the health and wellbeing of citizens • To develop a communication and engagement strategic plan in relation to covid-19 and the test and trace programme • To promote communication and engagement using co-productive approaches with the stakeholders relating to the response to Covid19 and the Test and Trace programme. • To enable coordination of strategic and proactive covid-19 messaging across council and partners (this does not include operational/crisis messaging where autonomy needs to be maintained within each organisation • To ensure effective communication and engagement with high risk and vulnerable people and communities in relation to Covid-19 and the Test and Trace programme • To adopt proactive/preventative communications as well as reactive communications to control outbreaks • To maintain links and collaboration with neighbouring local authorities and wider system messaging at regional and national level • To agree public facing data dashboard and narrative for Dudley • To provide the Health and Wellbeing Board and Cabinet with updates as required |
| COVID-19 Health Protection Board (Multi-agency Group) | <ul style="list-style-type: none"> • Oversee the development and delivery of the local outbreak control plan • Put in place measures across the local health and social care economy to provide resources for its implementation • Monitor data and intelligence to assure that the rate of the infection is going down and identify priorities for local response. Identify local hotspots and develop plans to contain the spread of infection. |

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|---|--|
| | <ul style="list-style-type: none"> • Identify local hotspots and develop a strategy to contain the spread of infection • Work with elected members to support the implementation of local outbreak controls across the borough. • Identify and escalate issues and risks relating to Test and Trace. • Provide regular updates to the Health and Wellbeing Board (HWBB) Engagement Board • Oversee actions to reduce the impact of COVID-19 on Health Care settings, care homes, schools, vulnerable communities, workplace and other settings |
| <p>Test and Trace Core Group</p> | <ul style="list-style-type: none"> • Development of the local outbreak control plan • Oversee the operational delivery of the outbreak control plan • Identify issues and risks regarding the delivery of the outbreak plan and put measures in place to address them • Facilitate the work of the subgroups for the delivery of the plan • Monitor and escalate risk |
| <p>Test and Trace Sub-groups for high risk places, communities and locations (multi-agency groups)</p> | <ul style="list-style-type: none"> • Identifying high risk places, locations and communities • Identify/map key partners/ organisations for their locations, places and communities • Identify relevant guidance for their locations, places and communities • Provide support to settings to implement preventative measures and early identification of outbreaks and complex situations • Develop SOPs for their locations, places and communities • Identify scenarios from outbreak plans and define priority areas for action and associated plans. • Identify resources including staffing to support plans for their locations, places and communities • Identify training needs • Identify and review risks and own the resolution of risks and issues where assigned. • Notifying LA / PHE of any outbreaks and situations • Develop and implement communication and engagement plans |
| <p>Dudley Test and Trace Cell</p> | <ul style="list-style-type: none"> • Deliver the local response to the national test and trace programme • Provide a 7 day service • Work with subgroups and partners to ensure that all steps in the SOPs are completed • Maintain a record of all activities • Escalate issues and risks to the Core Group |

3.16. The local COVID response is supported by a local authority test and trace service support grant from the government. The purpose of the grant is to provide support to local authorities in England towards expenditure incurred in relation to the mitigation against and management of local outbreaks of COVID-19. The Chief Executive and Chief Internal Auditor of each of the recipient authorities are required to sign and return a declaration to this effect.

4. Assurance.

4.1. Stress testing of the plan provides further assurance. The overall plan was tested on 6th August 2020. All key partners took part in the stress test and test observers included representation from the Local Resilience Forum (LRF). (Figure 6)

Figure 6:

| Observers | Participants |
|--|--|
| Portfolio Holder – Health and Wellbeing | The Dudley Group NHS Foundation trust Black Country NHS Foundation Trust Black Country Healthcare NHS Foundation Trust |
| Shadow Portfolio Holder – Health and Wellbeing | DCVS PHE NHS Dudley CCG |
| West Midlands Fire Service representing LRF | West Midlands Police Dudley Council – Health and Wellbeing (Public Health, Environmental Health team), Children Services, Adult Social Care, Communications and Public Affairs, Dudley Test and Trace Cell. |

4.2. Key Strengths, risks and learning were identified from the test:

Key Strengths:

- Good leadership from the Director of Public Health at the Incident Management Team (IMT)
- Good partnership working and support at the IMT
- Engagement and Communications are key strengths of the plan

Key Risks:

- Workforce: There is over reliance on public health from partners for the response to COVID.
- Testing: Currently Dudley has the lowest testing uptake rates. Further work is required to improve testing and develop a system which is effective, efficient, equitable, accessible and acceptable to public.
- Data: Though data flows have improved, further strengthening of data integration in a timely fashion is needed at national, regional and local levels.

Key Learnings:

- Strengthen the interface between local and regional structures
 - Additional stress testing to be organised to build on this exercise. This will be delivered at a range of forums including the Health Protection Board and Test and Trace subgroups.
 - Ensuring that there is recognition that this is a system wide plan.
- 4.3. Work is on-going to mitigate the identified risks and implement the key learnings. Further stress tests are to be planned on specific aspects of the plan and for specific high-risk settings.
- 4.4. The plan is currently being refreshed to take account of the learning and updates in the national guidance and local situation.
- 4.5. The Regional Convener team has reviewed Dudley's plan and are assured that it is fit for purpose and an example of good practice.
- 4.6. The Health and Adult Care Scrutiny Committee have a programme of sessions during September to December 2020 to examine Dudley's whole systems response to covid-19.

5. Escalation

- 5.1. Response phases for Covid 19 have been identified for local areas- red amber or green (figure 7). Each local authority defines their own trigger points. Dudley has divided "green" to include a pre-amber stage as our baseline rates are relatively low. Local Authorities and Public Health England ensure status is monitored on a daily basis. The standard levels set nationally are reported weekly as red, amber or green.
- 5.2. Local Authority triggers response and escalation before moving to Red using the WM Command and Control process for activation.
- 5.3. The roles of the Boards are identified at the different stages of response in figure 8.

Figure 7: Response Phases

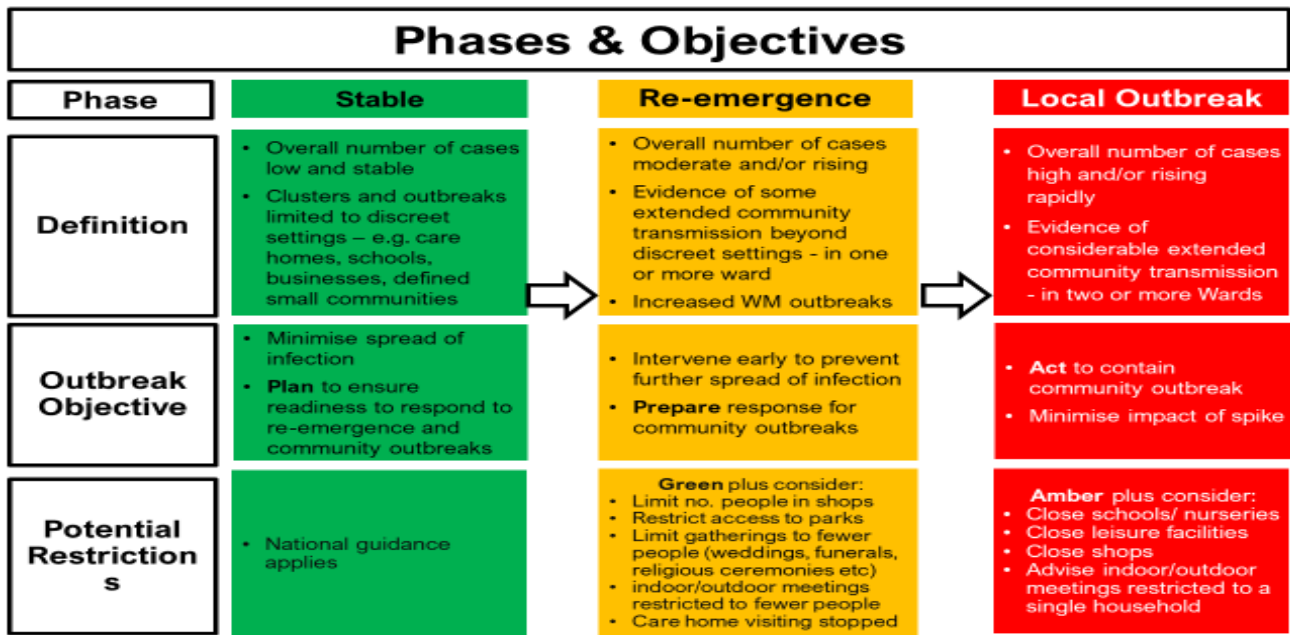
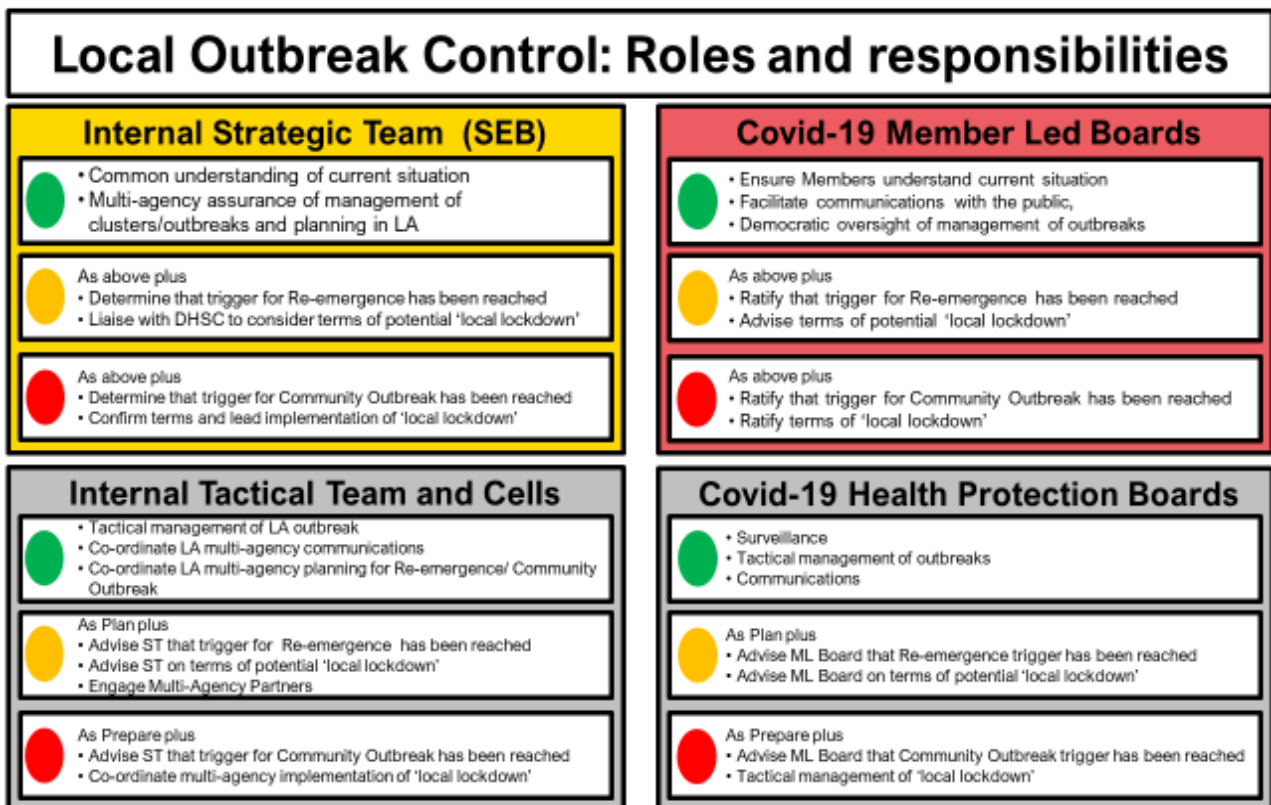


Figure 8:



6. Key Asks of the Board/Recommendations

6.1. The Health and Wellbeing Board is asked to note and comment on the contents of the report.