



HILLINGDON

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Hillingdon Covid-19 Local Outbreak Control Plan 30th June 2020

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1. Introduction

Hillingdon Council is committed to Putting Residents First. From the start of the Covid-19 pandemic, the Council has proactively provided advice, support and assistance to residents, businesses and schools to help keep residents safe and minimise the impact of changes to everyday life from the restrictions that have had to be put in place to help protect our health.

This includes organising and delivering food parcels to vulnerable residents who need them, administering grants to support local businesses and working with a wide range of commercial, voluntary and charitable organisations to put in place measures to protect health, such as social distancing markers outside shops and schools and the provision of Personal Protective Equipment (PPE) to care providers and schools.

Local authorities have been called upon to develop Covid-19 Local Outbreak Control Plans (LOCP) to establish systems to identify and suppress possible outbreaks before they gain momentum.

This LOCP says how we are working together with partners in Hillingdon to help reduce the likelihood of further outbreaks of Covid-19, particularly for some of the most vulnerable residents, such as those living in care homes, deprived communities and what the rapid response will be, should there be an outbreak. It is structured around the 7 core themes prescribed for the plan and where relevant also sets out roles and responsibilities of different stakeholders.

The plan sets out:

- Governance arrangements with clear roles and responsibilities.
- Key processes to be followed in the event of an outbreak.
- The approach to communications and engagement in the event of an outbreak, including information sharing with stakeholders.

The Council working with its partners is committed to doing what is necessary to reduce the likelihood of further outbreaks of Covid-19 and protect residents from the virus. By its very nature, Government guidance and advice is changing on a regular basis in response to greater understanding about the virus and its effects, therefore, this plan and local Standard Operating Protocols will be kept under monthly review and updated where required. It is intended to be flexible and adapt to changing conditions, requirements and respond to emerging evidence and good practice from beacons areas.

2. Aim and Guiding Principles

The aim of the Hillingdon LOCP is to ensure there is effective joint working and coordination between local services and Public Health England's (PHE) local health protection teams to identify measures, prevent and identify, contain and respond to Covid-19 infections to help protect residents.

The four principles which guide this plan come from the Association of Directors of Public Health are:

- Be rooted in public health systems and leadership;
- Adopt a whole system approach;
- Be delivered through an efficient and locally effective and responsive system including being informed by timely access to data and intelligence;
- Be sufficiently resourced;

Local authorities are likely to be expected to take a leadership role in developing community engagement and outreach programmes and plans to support elements of the national drive to reduce the spread of coronavirus.

3. Theme 1 - Settings – Care Homes and Schools

This section of the plan is about preventing and managing outbreaks in specific individual settings, such as care homes and schools.

Roles and Responsibilities

When there is an outbreak in a setting and community cluster the joint agreement between Public Health England and local authorities makes clear that the PHE London Coronavirus Response Centre (LCRC) will initially take the lead.

The overarching joint approach to managing complex settings and outbreaks will be as follows:

- LCRC will receive notification from Tier 2, undertake a risk assessment and give advice and provide information to the setting on management of the outbreak;
- LCRC will manage cases and contacts, and provide advice on testing and infection control;
- LCRC will convene an Incident Management Team (IMT) if required;
- LCRC will inform the relevant local authority Single Point of Contact (SPoC);
- The local authority will follow-up and support the setting to continue to operate whilst managing the outbreak, including, if required, support with infection prevention and control measures and personal protective equipment (PPE) access;
- The local authority will support wider aspects of the response, such as support for any vulnerable contacts who are required to self-isolate, as per London's 6 Point Plan and national 7 themes of outbreak management plans.

London's six point plan sets out core requirements for engaging/co-ordinating with the national tracing model:

Point 1: The local authority model: core requirements and structures

Point 2: Supporting and protecting vulnerable groups

Point 3: Understanding and mitigating wider community impact

Point 4: Leading the local partnership response

Point 5: Connecting and engaging local communities

Point 6: Building London regional resilience and mobilising mutual aid, if required

Settings

Particular attention is being given to higher risk settings such as the following, and all will have Standard Operating Protocols in place to set out what to do when there is an outbreak.

- Care Homes (for people with mixed needs, learning disability and mental health needs)
Care Quality Commission (CQC) and non-CQC registered
- Sheltered housing and domiciliary care providers
- Supported Living, extra care assisted living
- Schools
- Children’s centres and other early years settings
- Day centres
- Workplaces: critical essential local businesses (e.g. overcrowded offices, venues that don’t allow social distancing)
- Primary care settings, including health centres and community health clinics
- Community clusters
- Fire stations and other home from home environments (e.g. residential settings)
- Homeless accommodation, hostels (including shared accommodation), hotels and B&Bs
- Youth offending / detention centres

Key risks and mitigation

There is a risk that outbreaks across a high number of settings could exceed the capacity available to respond quickly to contain and prevent the spread of the virus. The mitigation is that Hillingdon would call on partners and seek mutual aid from other boroughs and support from Public Health England, if necessary.

There will also be a need for settings to train their staff and monitor arrangements closely to ensure protective measures are in place and guidance is adhered to.

Further work is underway to develop standard operating procedures / protocols for all settings with scenario planning completed, some of which are already in place and prescribed (e.g. care homes, schools).

4. Theme 2 - High Risk Places, Locations and Communities

This section of the plan sets out how to prevent and manage outbreaks in other higher-risk locations, workplaces and communities.

Roles and Responsibilities

When there is an outbreak in a setting and community cluster the joint agreement between Public Health England and local authorities makes clear that the PHE London Coronavirus Response Centre will initially take the lead.

The overarching joint approach to managing community clusters will be as follows:

- The local authority or LCRC will receive notification from Tier 2
- The local authority will inform the LCRC SPoC/LCRC will inform the local authority SPoC
- The local authority will convene an Incident Management Team (IMT)
- The local authority will provide support to the community
- LCRC will support the local authority in their risk assessment of and response to an identified community cluster

High Risk Places, Locations and Communities

Particular attention is being given to higher risk settings (examples below) and all will have Standard Operating Protocols in place.

Whilst not exhaustive, the following locations are a priority for regular review and co-ordinated preventative action. The list of settings will be kept under close review and updated in response to national and local patterns and the latest scientific evidence.

- Retail premises, shopping centres and high streets
- Major transport hubs, including the bus station, tube stations and Heathrow Airport
- Public transport
- Leisure services / providers
- Golf courses / outdoor activities
- Pubs / restaurants
- Places of worship (including smaller groupings held in residential settings - ie. people's homes)
- The Lido, parks and open spaces where larger numbers of people may congregate
- Events and markets that usually take place periodically
- Hospitality sector / hotels, weddings and party venues
- University / Higher Education
- Warehouses and distribution centres
- Food processing plants/factories

Protecting through prevention

The Council has been proactive in helping to prevent the spread of the virus by working with local partners, such as commercial retail businesses, schools, faith organisations and transport providers to support the effective implementation of social distancing and hand and respiratory hygiene measures. This includes the provision of social distancing markers on pavements, the provision of PPE and closing facilities (e.g. playgrounds) to help prevent the spread of the virus. This has been in line with government guidance.

Through the Council's licensing team, where events and activities are scheduled to be held on Council owned land, a thorough risk assessment from the organiser is required to be submitted before the request will be considered. In addition, the Council has been proactive in contacting all retail premises / operators to ensure they have effective infection control arrangements in place, including how they will manage social distancing.

Local Lockdown

There may be a situation where it would be necessary to place a geographical area into a lockdown situation where the residents living in that area and business operating would in effect be subject to prescriptive restrictions on movement to help contain the spread of the virus. If such a response were necessary it is expected that this would be led by Public Health England, working in collaboration with relevant partner organisations, such as the Metropolitan Police Service to enforce restrictions. Further guidance and advice from the

government and Public Health England is expected on the roles and responsibilities of the various agencies and the action to be taken should a local lock down be required.

Key risks and mitigation

A potential risk might include some level of civil disturbance resulting from resistance to the localised 'lockdown'. Mitigation would include the Metropolitan Police being 'drafted in' to maintain public order and thereby reduce the risk of further spread.

Further work is underway to develop standard operating procedures / protocols for all high risk locations and community clusters, with scenario planning completed.

5. Theme 3 - Local Testing Capacity

This section of the plan is about how local testing capacity will be deployed where it is needed, including mobile testing units (MTUs).

Roles and responsibilities

The Director of Public Health, The Director of Adult Social Services, The Director of Provider Services & Commissioned Care, North West London Clinical Commissioning Group (NWL CCG), Hillingdon Health and Care Partners (HHCP) & Central & North West London NHS Foundation Trust (CNWL) will have responsibility for ensuring the deployment of appropriate resources to manage an outbreak in the community.

Care homes: Appropriate responses to care settings is set out in the Care Home Support plans and service providers, who have been trained, will respond by following the notification process, the request and swabbing process and isolation, infection prevention and control in the settings.

Other community settings: Providers of other community settings such as detention centres, places of worship, semi independent living services, homeless shelters, sheltered housing and other resources will have robust plans on infection, prevention and control (IPC) and how to deal with an outbreak that will be supported by the deployment of resources.

Testing arrangements

Residents who have symptoms of Covid-19 can access testing online through the national testing website: www.nhs.uk/coronavirus or by calling 119.

Essential workers access priority testing through the national dedicated website: <https://www.gov.uk/apply-coronavirus-test-essential-workers>

Several options for accessing national testing are available. These are booked through the national website:

- Drive-through testing: with various sites open across London and locally the regional testing centre is within the borough boundaries at Heathrow Airport.

- Mobile units: venues are not fixed and rotate around London. We anticipate that: (a) from June 2020 there will be a deployment of a MTU in Hillingdon every other day; (b) there will be capability for one MTU to be deployed next day, if needed, to support a large outbreak.
- Home Test Kits: delivered to households and then collected by courier. Consideration will need to be given to where a vulnerable person, living alone, may require the assistance of a care worker to administer the test.
- Locally arranged support via the Hillingdon Clinical Commissioning Group (CCG) to deliver tests in the community.
- Pop-up testing sites as required.
- Local testing sites (walk through): Walk through testing sites are currently being piloted (eg. Brent and Newham). PHE will be undertaking a rapid evaluation of these pilot sites. If successful a similar option may be available for Hillingdon.

National testing services should offer 48-72 hour turnaround, it is often a much quicker response. It is anticipated that the majority of people as part of test and trace will access the testing through the national supply.

Residents of care homes and other residential care settings are able to access testing for symptomatic and non-symptomatic residents through the dedicated national care home testing portal. Adult Social Care and partners, including Public Health, CCG & CNWL teams have worked together to support providers to maintain infection control measures, to be able to access the portal and are trained and supported to manage an outbreak by carrying out swabbing as and when the need is identified.

In addition, all other care provision will receive support to test care staff and service users from the local CCG testing support team. In addition the CCG have identified local testing hubs for antigen & antibody testing and have access to standby test kits for rapid response

Additional local testing for NHS, health and social care staff

For those working in NHS settings and other health and social care staff working in face to face roles, there are additional local testing hubs across the North West London (NWL) CCGs in addition to the government offer. Additional support on swab test training, infection prevention and control and the appropriate use of PPE are offered via NWL and training programmes to support community providers is delivered by CNWL. Registered care home managers, key staff and those in frontline roles can be trained to undertake testing to enable a rapid response.

Additional local resources

Although the majority of those with symptoms of Covid-19 requiring testing should access the national testing programme, it is acknowledged that there will be circumstances where we need to expedite a test for an individual or a group of people, in order to make rapid decisions locally. In these instances, an assessment will be made around accessing test kits locally through NWL CCG to enable a rapid response and containment of infection. Standby test kits for the management of localised infection should be held for contingency purposes.

Access to these tests will be determined on a case by case basis and will require a specific request to be made through the Director of Public Health or the Director of Adult Social Care [DASS].

Hillingdon, including CCG and partners CNWL and HHCP, will develop a pathway to support this, including arrangements for getting swabs to those who need to be tested and how this will link into the NHS Test, Track and Trace system.

In the event of needing a localised area for testing and to support a localised outbreak, Children's centres, GP surgeries, local libraries or community facilities could be used to prevent travel of residents who are locked down. Each of these locations would need to be Covid-19 secure and risk assessed to ensure that those accessing them remain safe, with entrances and exits being separate, access to hygiene facilities etc.

Mobile Testing Units

The ongoing support by Hillingdon of the MTUs (known as pop ups) in an appropriate location alongside the regional testing hub should enable tests to take place 7 days per week across Hillingdon; giving access to approx 300 tests per pop up and a similar amount from the Heathrow site.

Locations for mobile testing units are to be identified based on areas with high demand, to be confirmed on a case by case basis.

Settings where testing could take place include:

- Care homes
- Supported living
- Day care
- Respite care
- GP or health surgeries
- The Hillingdon Hospital
- Mount Vernon Hospital
- Detention Centre
- Schools including special schools
- Private Nurseries/child care
- Libraries
- Places of worship
- Border force & immigration sites

Key risks and mitigation

There is the risk that there may be more than one outbreak occurring in the Borough and testing capacity may be compromised. In terms of mitigation - the Department for Health and Social Care (DHSC) have the capability for one MTU to be deployed next day to support large outbreaks.

Whilst there is a clear plan for the rapid deployment of mobile testing units, this will be kept under review to ensure it remains responsive to where the key risks of infection are in the Borough.

6. Theme 4 - Contact Tracing in Complex Settings

This section of the plan sets out how contact tracing will be delivered for complex settings and cohorts.

Roles and responsibilities

Contact tracing is led by Public Health England.

Local authorities are not expected to undertake contact tracing locally. The NHS Test and Trace system will undertake the tracing resulting from pillar 2 testing. Any complex situations such as care homes, custodial institutions, schools or workplaces will be passed to the Public Health England Local Coronavirus Response Centre (LCRC) and they will undertake the tracing and management. LCRC will inform Directors of Public Health (DsPH) of complex situations or any outbreaks/clusters requiring additional investigation or management and DsPH will be invited to form the Incident Management Team in these cases – in line with the usual and current arrangements already in place.

If, however, there is a surge across London, then the Council is ready to provide assistance to protect residents and will instigate the following to support the process:

In the event that it will be necessary for the Council to support local contact tracing in complex situations, such as in an outbreak situation, council staff will be deployed to assist and will have the skills and experience to support this.

A standard script would be made available to all staff deployed in contact tracing.

If necessary, additional staff from other services would be deployed into the Council's Contact Centre to support these arrangements, as required.

It is expected that information would be made available from the Public Health England London Coronavirus Response Centre for which residents to contact, what key information is required and what action is to be taken by the resident.

Key risks and mitigation

There is a risk that individuals and / or communities will not engage in the contact tracing process and thereby impede the opportunities for limiting the spread of the virus. In such situations advice would need to be sought from LCRC / PHE regarding the most appropriate response.

The council and partners have undertaken a significant range of actions to help prevent the spread of the virus. Pre-emptively we have and continue to work with local communities to raise awareness - through the use of PHE communication pack resources - about the importance of testing and tracing and protecting the population from the virus. We will reiterate that residents can access testing and tracing services via online or by telephone 119.

We are also continuing to train staff to support contact tracing, where required.

7. Theme 5 - Data Integration

This section of the plan is about making sure there is access locally to the right information in a timely manner to allow outbreaks to be identified quickly for rapid action. This also extends to analysing data looking for trends and patterns to help protect residents from the virus.

Roles and responsibilities

Data about Covid-19 infections will be made available from the NHS test and trace service via the London Coronavirus Response Centre and the Joint Biosecurity Centre (JBC).

The Council will analyse and review the data and respond swiftly to any concerns to help protect residents from the spread of the virus.

Access to data about infections will be restricted to authorised officers in the Council who will take lead responsibility for receiving and monitoring infection and surveillance data. NHS test and trace data received from the London Coronavirus Response Cell and the Joint Biosecurity Centre (JBC) will be stored and managed in a secure network.

Vulnerable residents

The authorised officers in the Council will also receive details of any cases or contacts identified as vulnerable and needing support for the 14 days of isolation. These data will be received in a secure way and shared only with relevant services on a need to know basis who will take lead responsibility for contacting cases and contacts who are identified as vulnerable and needing support (e.g. 'shielded' residents).

Surveillance and monitoring data

Accurate, reliable and timely data is necessary to understand the local spread of Covid-19, including any communities and geographical areas that are affected. The data will also help to respond to enquiries concerning the transmission of the virus.

Authorised officers in the Council will receive notifications of any complex outbreaks should they arise. This will include the relevant setting / location, details of contacts, cases and any actions taken

To help track local issues and concerns about the virus, the following information will be regularly reviewed and available to Hillingdon's Covid-19 Health Protection Board. This will be kept under review and will evolve to meet local requirements.

Deaths

- Weekly number of Covid-19 related deaths and excess death rates mapped to local areas

Cases

- Average number of new cases over last 5 days / cases per 100,000 population mapped within Hillingdon
- New and existing situations by setting and type of setting, including cumulative incidents

Contact tracing

- Number of contacts via NHS test and trace service
- Proportion of contacts successfully contacted
- Number of Tier 1 outbreaks

Key risks and mitigation

The data received comes in from a range of sources and does not always reconcile first time. This could prove problematic when attempting to map the cases and gain a clear understanding of the emerging picture and what action needs to be undertaken. This issue has been raised by local authorities with the Joint Bio-Security Centre. Further work is always undertaken by the Council to ensure the data lists are reconciled.

Cross-checking of the government's 'shielded patients' list with Council-held records to target support and further develop understanding of the impact on vulnerable residents ensures the data remains accurate.

8. Theme 6 - Vulnerable People

This section of the plan sets out the support available to vulnerable people to self-isolate and to ensure services meet the needs of diverse communities.

Roles and responsibilities

Hillingdon Council is putting its residents first during the Covid-19 pandemic and continues to coordinate support working with partners for vulnerable residents who need to self-isolate. This helps to keep residents safe by helping to prevent the spread of the virus. Further work is underway to identify residents and groups who might need additional support when asked to self isolate.

Support and Services

Hillingdon's approach to protecting and supporting residents from the spread of infection is centred on:

- Practicing social distancing and hand and respiratory hygiene and wearing Personal Protective Equipment (PPE) in line with government guidance;
- NHS testing for the presence of coronavirus if residents display symptoms;
- Supporting the tracing system if residents have tested positive and have been in close contact with others;
- Supporting self-isolation for those who have tested positive or have been in close contact with those who have tested positive for the presence of the virus;

The Council and partners will help coordinate support for vulnerable residents who need to self-isolate, including food parcels and medicines. These arrangements are entirely flexible

and can be scaled up if required in response to an increase in need. The Council has a dedicated Contact Centre and has assigned a dedicated manager to coordinate arrangements using existing council resources and working with partner organisations, including the voluntary sector and has a procurement arrangement with a supermarket to arrange provision of food parcels at short notice, should this be necessary.

The Council also continues to deliver a range of services to support residents, using new web-based technologies, such as group teleconference calling and a click and collect / deliver library book service amongst others. Many council services have been adapted to continue to deliver support to vulnerable residents.

Key risks and mitigation

There is a risk that a potential surge in the need for support if there is a large outbreak or a number of simultaneous outbreaks across the borough could result in existing capacity being overstretched. Should the number of vulnerable residents who need to self-isolate at home increase suddenly, the council has robust arrangements in place and will re-deploy council staff to ensure residents continue to be supported.

Further work is underway to identify scenarios and locations where high volumes of residents may need support to inform service planning.

9. Theme 7 - Governance / Local Boards

This section of the plan describes the local governance structures to help oversee and deliver the expectations of Hillingdon's Local Outbreak Control Plan. Existing arrangements have been used to make best use of resources and established, effective working arrangements.

To oversee and govern the arrangements for preventing and controlling any local outbreak of covid-19, the following arrangements have been prescribed by the Department of Health and Social Care.

- Covid-1 Health Protection Board - responsible for the development of local outbreak control plans by Director of Public Health. Decisions required by the Council will be taken in line with the Council's Constitution.
- Strategic Coordinating Group - in Hillingdon this is the Local Resilience Forum to support, co-ordinate and partner with a broad range of local groups to support the delivery of the Local Outbreak Control Plan;
- Local Outbreak Engagement Board - these arrangements will provide political ownership and public facing engagement and communication for outbreak response. All communication messages will follow the Local Authority communication protocol, with Member approval and will be communicated through various channels and groups, including Hillingdon's Health and Wellbeing Board, Local Resilience Forum and through community arrangements.

A Council working group has taken the lead to develop this plan which will be shared with partners for ongoing review and updates.

10. Communications and Engagement

In Hillingdon there is a well-established communication and engagement framework to ensure effective flows of information and communication to local residents, businesses and partner organisations.

This includes:

- The Council's website, social media channels and press releases.
- The website has a banner alert facility which enables any emergency or critical messaging to be displayed across all pages across the site.
- The council's website, which has established a section for coronavirus updates and support and guidance. The website also has a latest news section.
- Social media channels include Twitter (46,000 followers), Facebook (8,600 followers), Instagram (1,750 followers) and LinkedIn (5,650 followers)
- Press releases are produced and distributed to local/national press, uploaded to the council website and publicised via social media.
- Hillingdon People, the council's newsletter for residents, is delivered to every home in the borough six times a year, and is also available at corporate sites such as libraries. The newsletter is also uploaded to the council's website and shared via social media. A large print edition and audio version is produced for residents who sign up to receive these formats. The council's contract with a door-to-door distribution company and associated mapping in place means that targeted printed communication (leaflets) can be delivered as required.
- There is an e-newsletter service which is subscribed to by 45,000+ residents.
- Partnership communications and meetings with statutory, voluntary and commercial sector partners.
- Using partners' communication channels.
- Communications and engagement with residents' associations, chambers of commerce, communications via councillors, MPs, tenants and leaseholders.
- Established communication and engagement with community groups and faith leaders across the Borough.
- Working in partnership with communications teams from neighbouring boroughs - mutual aid arrangement available for communications, if necessary.
- National messaging via government/PHE and the pan-London test and trace communications toolkit to raise awareness of test and trace and to ensure consistent messaging.
- Internal communications to staff including the emergency website page and phone number for staff, all staff email, manager emails, targeted emails/calls from managers, and internal web pages.

Key risks and mitigation

There is a risk that communications may not be delivered in a timely way and / or reach the intended audience. The risk is low as multiple channels and engagement approaches are in place to communicate messages on a regular basis.

There is further work underway to develop consistent, standardised messaging for London's residents. London local authorities and health networks are preparing a communications toolkit and plan to support local communications which promote messages about helping to prevent the spread of the virus and the structured response in the event of an outbreak.

In Hillingdon we will:

- Develop local messages working with NHS partners targeted to higher risk community groups using a range of communication and engagement channels, including digital methods.
- Work with Hillingdon's Local Resilience Forum to disseminate Test and Trace messages across partners.
- Working with the NHS, seek feedback from residents to test understanding of test, tracing and infection control to inform communications planning.
- Keep under review national and London-wide evaluations of test and tracing, and outbreak control responses to inform local action.
- Work closely with partners to regularly raise awareness amongst staff in care homes and other settings about test and trace, and infection control.

Appendices

The following documents are available on the Council website or via a link to other websites. Some documents referred to below will be made available and / or updated when they become available. In addition, there are a number of working documents which are in place, including a local management action plan.

- A graphic and description of the governance arrangements
- Care Homes return of 31st May 2020

<https://www.hillingdon.gov.uk/community-support>

- Service agreement between LCRC and DsPH and the standard operating procedures / protocols for all settings, high risk locations and community clusters.
- ADPH Guiding Principles for the Effective Management of Covid-19 at a Local Level
- LCRC resource packs as in the Sharepoint and as they become available
- Mobile Testing Unit Information
- ADPH Mutual Aid agreement
- London-wide communications document
- Information from the London transport hub work stream
- Government work place guidance - <https://www.gov.uk/guidance/nhs-test-and-trace-workplace-guidance>