

Camden's Covid-19 Prevention and Outbreak Control Plan

Foreword from Cllr Georgia Gould, Leader of Camden Council

As Leader of Camden, I am so proud of how our communities have responded with care, generosity and kindness to the challenges of Covid-19. The measures we have needed to take to keep us safe have changed the way that we all live, work, learn and travel. The strength shown by our communities, the dedication of our emergency and front-line services, and the personal sacrifices many have made to contain the virus means we can now look to slowly ease the lockdown.

Covid-19 has already claimed far too many lives and we know that the impact has not been felt equally. Our Black, Asian and other ethnic communities have suffered the most and we are committed to understanding why and doing all we can to change the conditions that have caused this.

As we enter the next phase of easing lockdown all citizens in Camden will be helping to keep Camden and London safe by continuing to follow public health advice and social distancing rules. This may mean that people will be asked to self-isolate for periods in order to help stop the spread of the virus. At the beginning of lockdown, I promised that no family would be without the support they need and we have worked hard to provide food, housing support, financial advice and support to all who have need it. My commitment stands as we enter the next stage of managing Covid-19 in our communities.

NHS Test and Trace will play a key role in keeping Camden safe and preventing a possible second wave, and it is also critical for the renewal of our local economy. But it will only work if the vast majority of Londoners with coronavirus symptoms use NHS Test and Trace and at the moment, too many people don't feel safe, reassured or able to use it. We know as a local Council that trust and relationships with our communities are the most important asset we have. For that reason we know that people will want more information – about how to access testing, about how their contacts will be traced, how they will be supported if they are asked to self-isolate. Our Local Prevention and Outbreak Control Plan seeks to provide answers to these questions but it is the start of a programme that we know will continue to develop as we learn more – locally and nationally.

In addition to seeking government reassurance about the safety of our personal data Camden will provide the help people may need in order to support localised outbreak control. We will continue to help those experiencing food poverty, provide access to digital devices to aid home schooling, give support to those in overcrowded homes, support the lonely and help businesses to keep jobs secure.

The challenges posed and exacerbated by Covid-19 are not going to be resolved quickly. However, by working with our communities, our partners, our peers, colleagues and neighbours – not only across London but across the country - we will keep Camden safe while keeping our values central to all that we do.

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INTRODUCTION

The NHS Test and Trace service, launched on 28th May 2020, aims to ensure that people with coronavirus symptoms can get tested, and that if they test positive the service can trace and notify people with whom they have been in close contact.

This is the vital next step in preventing the spread of coronavirus and a possible second wave, but for it to work everyone needs to understand, be willing and be able to engage with the system. As such, local outbreak planning is vital to engage people and communities, and to set out borough-specific activities that will help to contain the virus.

Camden's **Local Prevention and Outbreak Control Plan** sets out our proposed local engagement approach, as well as our connection to the national NHS Test and Trace service. It is our ambition to inform, reassure, protect and inspire our communities so that they have the full support necessary to safely comply with the next phase of Covid-19 management – and stay well. Through our in-depth knowledge of our local communities, and ongoing work in partnership across the borough to engage others with our plans, we will ensure that no-one is left behind or overlooked.

What to expect:

Like other Local Outbreak Control Plans, this document covers the seven themes set out nationally:

- i) Schools and care homes*
- ii) Other high-risk locations*
- iii) Deployment of local testing
- iv) Contact tracing in complex settings*
- v) Data integration
- vi) Supporting vulnerable people
- vii) Establishing local governance, including communications

**Reflecting Camden's approach to outbreak control, our Local Prevention and Outbreak Control Plan combines these themes into one over-arching section*

We have also followed the six principles for effective implementation:

1. Work to make the public safe and win their trust, confidence and consent
2. Build on the public health experience and systems approach
3. Ensure everyone has the data and information to protect themselves and others
4. Utilise existing national and local partnership structures to build consensus between decision makers wherever possible
5. Follow established emergency planning principles
6. Consider economic, social and health-related impacts of decisions

While this document will be first shared on 1st July 2020, it will be subject to a process of continuous improvement and learning to improve the effectiveness of our plan and actions to manage outbreaks.

SECTION 1: OUTBREAK MANAGEMENT ACTIVITY

This section gives an overview of how Camden will manage outbreaks of Covid-19:

- in specific individual settings (e.g. schools and care homes),
 - in other high-risk places, locations and communities,
 - and through our local contribution to contact tracing in complex settings
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Since the start of the Covid-19 pandemic, the Council has been providing advice and support to a range of settings and communities, helping them to put in place measures to both prevent infection and to respond to cases of COVID-19 when they occur, to reduce onward transmission. Camden Council has been actively providing public health advice and infection prevention and control support to care homes, schools, voluntary and community organisations, to other settings and the public. This includes responding to enquiries from settings and organisations, delivering webinars, conducting personal protective equipment (PPE) risk assessments, supplying PPE where appropriate, developing a local Covid-19 guidance library and helping to develop and communicate effective prevention messages to the public.

When there have been local cases and outbreaks of the virus to date, the Council's Public Health team has led on the response, in partnership with health protection colleagues at Public Health England (PHE) London. During the period of highest community transmission, when PHE had paused contact tracing, the Public Health team took on some of the tasks usually led by the local Health Protection Team. These included responsibility for advising on exposures and individual cases, as well as supporting PHE in managing ongoing outbreaks in a range of settings, especially in care homes. At every stage, the health and safety of people who live or work in our borough has been our priority.

As rates of community transmission fall, and many of the measures designed to restrict movement, social mixing and maintain physical distancing are eased, contact tracing (NHS Test and Trace) will become a core component of the national response to Covid-19. To play our role in this system of 'test, trace and isolate' requires an expansion of our local outbreak support capacity, working in close collaboration with PHE London. In London, PHE's Health Protection Teams have been working as part of the London Coronavirus Response Cell (LCRC) since February 2020 to support a centralised and coordinated response to Covid-19 cases in complex settings and scenarios. LCRC will continue to play a lead role in identifying, investigating and managing outbreaks across London during the ongoing pandemic. The Council will take a lead in supporting local settings or communities with complex outbreaks, where local knowledge and insight is required.

Further information on the division of responsibility between PHE London Coronavirus Response Centre (LCRC) and London Local Authorities for supporting the management of Covid-19 outbreaks and complex settings are detailed in an accompanying technical Outbreak Management Plan

How will our role and local response differ in this next phase of the pandemic?

- Enhancing the Covid-19 Response Team (CRT) – will bring Public Health and Environmental Health Officers (EHOs) together to provide the skills, capacity and support necessary for the management of outbreaks and complex situations when they arise.

- The development of a shared case management system – will bring information on complex outbreaks received from local, national and regional sources together in one place, held on a secure system for systematic review by all members of the CRT
- Increased role advising on exposures to suspected and confirmed cases – The advice to the public has changed as a result of the implementation of the new national NHS Test and Trace service. Local authorities are a key source of information and guidance for all types of organisations across our borough, as well as to our own staff and services, where there are reports of individuals who have been exposed to confirmed or suspected Covid-19 cases.
- Increased role in supporting settings – the formation of our CRT will enable the Council to provide advice and support to those settings identified as having unique support requirements. These include, but are not limited to, the following settings:
 - Care settings
 - Schools and early years settings
 - Workplaces and places of assembly
 - Places of worship
 - Prison/custodial institutions
 - Complex residential settings e.g. homeless and/or hostels, halls of residence
 - Transport and hubs

Role and responsibilities for the PHE London Coronavirus Response Centre (LCRC) and the Council

The table on the following page summarises the respective roles of the London Coronavirus Response Centre (LCRC) and the Council in managing local outbreaks of COVID-19. These roles and responsibilities mirror and build on the established roles and relationship that already exist between PHE’s health protection function and the Council’s public health and environmental health teams with respect to the control of other communicable diseases.

Table 1: Roles and responsibilities of LCRC and Camden Council in managing local outbreaks of Covid-19

	PHE LCRC	Camden
Setting-specific outbreak	<ul style="list-style-type: none"> • Receive notification of outbreak from the setting and/or the Test and Trace system • Gather information and undertake a risk assessment with the setting • Provide advice and manage cases and contacts, testing and infection control • Provide information materials to the setting • Recommend ongoing control measures • Convene Incident Management Team (IMT) if required • Contact local authority for information or to request additional support 	<ul style="list-style-type: none"> • Prevention work e.g. proactively sharing guidance & supporting with its implementation • Respond to enquiries • Support vulnerable contacts who are required to self-isolate • Liaise with settings to provide ongoing advice and support for testing, communications, infection control and PPE • Participate in IMT, if convened • Local communications • Liaise with CCG, GPs and other healthcare providers to provide ongoing healthcare support to setting and affected individuals, as appropriate
Community cluster	<ul style="list-style-type: none"> • Identify community cluster through Test and Trace system or other surveillance systems • Support Local Authority in their risk assessment of and response to an identified community cluster 	<ul style="list-style-type: none"> • Receive notification of community cluster from LCRC, or identify community cluster through local data, intelligence and surveillance • Convene IMT • Provide support to community, which may include translated materials, support to self-isolate, advice and enforcement • Liaise with the local CCG, GPs and other healthcare providers, as appropriate • Local communications

- The outbreak management summary set out in this plan is supported by a detailed Camden Covid-19 Outbreak Management Plan, which sets out how the local authority response will be coordinated. Standard Operating Procedures (SOPs) have been developed which set out how the Council's Covid-19 Response Team and partners will work together to support a range of different settings to manage outbreaks.
- The Technical Outbreak Management Plan, and in particular the SOPs, will continue to be reviewed and refined in light of our learning from managing local outbreaks and from the learning and experience of others.
- Building on an internal workshop / tabletop exercise of our Prevention and Outbreak Control Plan, we will also undertake an scenario-based tabletop exercise with our partner responding organisations, to test out our plan, SOPs and to ensure clarity of roles and responsibilities.
- The CRT will work closely with Camden's borough-wide helpline and support service set up to assist vulnerable and/or self-isolating residents (see section 5) in order to

ensure cases and their contacts face no barriers to following public health advice, and to connect them into other Council advice and services, as required.

Risks and Challenges

Key risks and challenges associated with Covid-19 outbreaks in local settings, as well as actions to mitigate them have been considered and include, but are not limited to, risks associated with residents refusing to self-isolate, and risks associated with cases and close contacts identified to NHS Test and Trace but where contact and successful follow up has not possible.

SECTION 2: CAMDEN'S APPROACH TO TESTING

Accessible and timely testing is vital in managing any local outbreaks of Covid-19, and by extension in protecting Camden residents from the virus. This section outlines the arrangements through which local residents or people who study or work in the borough have rapid access to testing should they experience Covid-19 symptoms, and arrangements for the deployment of testing as a critical measure in outbreak investigation and control. In the majority of cases, it is expected that testing will be done through the national testing process, which is set out below.

1. National testing

People who display any Covid-19 symptoms are able to access testing online through the national testing website (www.nhs.uk/coronavirus) or by calling 119. In addition, essential workers can access priority testing through a dedicated national website, which can be found [here](#).

There are several options for accessing national testing, all of which are booked through the national website or 119 service:

- Drive-through testing - with various sites open across London.
- Mobile units - venues are not fixed and rotate around London. This offer includes capacity for small, strategically placed sites to support local testing priorities.
- Home test kits - delivered to households and then collected by courier once completed.

National testing should offer a 48-72 hour test result turnaround. It is anticipated that the majority of people will access testing through these national routes as part of the Test and Trace service.

In addition, care homes and other residential settings can access testing for symptomatic and non-symptomatic residents through a dedicated national care home testing portal. Camden's Adult Social Care and Public Health teams work together and with the care settings to prioritise those for testing.

When as part of an outbreak response, the need for local testing at scale is identified, the Director of Public Health is able to request and direct the mobilisation of a Mobile Testing Unit (MTU) locally, taking into account speed, convenience and accessibility and the site requirements for deployment of an MTU. In such instances, a detailed London framework and protocol for requesting an MTU will be followed.

2. 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 Central London Sustainability and Transformation Plan (NCL STP) footprint, in addition to the national offer. This NCL testing capacity has the flexibility to support NHS and care settings to access rapid testing where they are not fully able to meet their testing needs through the national testing offer. For outbreaks in settings such as care homes, NCL STP partners also provide support from local NHS community trust providers to support the administration of swab testing.

Further detail on this testing route is available [here](#).

3. Additional local capacity

The majority of individuals with symptoms of Covid-19 requiring testing should access this through the national testing programme. In response to an outbreak, PHE's LCRC will also organize initial testing and there is the option to request and deploy an MTU to deliver local, accessible testing at scale. NCL STP partners are currently working with local Directors of Public Health to develop a further, locally responsive offer, that would provide results in 24-48 hours and support rapid decision making to support outbreak control.

Currently, it is anticipated that there will be capacity for up to 30 tests per week in Camden. However, the availability of tests and turnaround times will vary depending on other NHS demands on testing capacity. 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.

NCL is developing 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 and Trace service.

SECTION 3: DATA INTEGRATION

The presence of reliable, accurate and timely data helps to understand the local spread of Covid-19 and to identify any communities or settings that are affected. Monitoring and acting on this data is crucial in protecting residents from the virus. The sections below summarise how data will be received, monitored, stored and managed, and how Data Protection legislation compliance will be achieved.

Surveillance and monitoring data

Having good, reliable and timely surveillance data is necessary to understand the local spread of Covid-19, including any communities and geographical areas affected. This data also helps to respond to queries and aid in forming responses to local concerns around the spread of the virus. It is also essential to ensure compliance with Data Protection legislation (General Data Protection Regulation – GDPR – and the Data Protection Act 2018)

The Head of Health and Care Intelligence takes lead responsibility for receiving and monitoring surveillance data. NHS test and trace data are received from the London Coronavirus Response Cell (LCRC) and the Joint Biosecurity Centre (JBC) are saved in a secure network. Ahead of any regional or national dashboard being made available, the local Public Health Intelligence team is developing an excel dashboard that will contain the following information detailed in table 1.

The information is monitored on a daily basis, fed into the Covid-19 Response Team, and reported on a weekly basis to the Covid-19 Health Protection Group to enable them to maintain regular oversight of local Covid-19 epidemiology, outbreaks and situations. The dashboard will provide an overview of the current situation and indicate key trends and change from the previous week. The dashboard will also include charts showing daily change and trends for each of the indicators in Table 2.

Table 2. Proposed COVID19 surveillance monitoring indicators

Deaths
Weekly number of Covid19 related deaths
Cases
<ul style="list-style-type: none">• Average number of new cases over last 5 days• Crude rate of cases per 100,000 population• LA regional rank of crude cases• LA % of total regional cases
New and cumulative number of situations by setting and type of setting
Contact tracing
<ul style="list-style-type: none">• Number of cases via NHS test and trace app• Proportion of cases successfully contacted• Number of Contacts via NHS test and trace app• Proportion of contacts successfully contacted
Number of Tier 1 outbreaks

In addition to the above indicators, postcode level data on cases that are received daily are plotted on a map using a geographical information system. The maps show new cases spread over place and time on a daily/weekly basis. The maps will also plot any key settings such as care homes and schools, supporting effective outbreak management and control.

Depending upon what demographic data are provided to the Council, a profile of cases by age, gender and ethnicity will also be completed periodically to monitor population groups or communities impacted.

Regionally, in addition to using the data and analyses described above to undertake surveillance and monitoring of COVID-19 across the London region, PHE London will use information from wider non-health sources to help in the assessment of the risk of a resurgence of Covid-19. This includes sources of data such as public transport usage. PHE's regional surveillance team will also monitor what is happening in other regions to compare patterns in outbreaks, and to detect any risks or patterns potentially associated with London's commuter population. This intelligence will help support local early alerts. .

Data for management of complex outbreaks

The Head of Health and Care Intelligence and the lead consultant for Public Health will receive notifications of any complex outbreaks as and when they arise. All information on these complex outbreaks – including the relevant setting, details of contacts, cases and any actions taken – is to be held on a held on a secure system in a systematic way that makes information retrievable. In addition, this information will be shared with teams and services as necessary to manage these complex outbreaks effectively.

Building trust around the use of data

In Camden we recognise that understanding and trust are some of the most important building blocks for a functioning test and trace system. To build trust we need to show people that transparency, security and privacy are the building blocks of systems created to hold and use their data.

We have drafted a Data Charter – outlining the principles on which we would want to engage with a national test and trace programme, but also what we believe the key contribution of local Councils are in working with national Government on creating a system that is rooted in places and communities. This Data Charter is in development and we welcome feedback from our communities on how we can both protect and support them, encourage them to engage and derive insight in a way that seeks to prevent future outbreaks

Data Protection compliance

Compliance with the letter and spirit of GDPR and the Data Protection Act 2018 are essential, not just as legal requirements but to provide assurance that we are a safe and appropriate controller and processor of data. The following outlines our compliance in respect to the national Test and Trace system:

- The council has a comprehensive set of data protection, information governance and information security policies which are contained in Information in Camden.
- The systems used for storing and other processing of the contacts' data will be council systems where information and data security and compliance have already been approved.
- Role based access control is implemented to ensure that only those who should access data are able to.

- Systems are in place to ensure that data subject rights can be met, where these apply.
- Minimal data is processed necessary to achieve the purpose
- Retention periods are in place.
- Data transfers to the council from PHE will be made in an appropriately secure manner
- The council has provided PHE with due diligence to assure them of our compliance with data protection requirements
- The transparency requirement will be met by having a test track and trace Privacy Notice section in our corporate Privacy Notice at www.camden.gov.uk/privacy, and this will link to the NHS privacy notice.
- The council has a Data Sharing Agreement in place with PHE to cover mechanisms around the transfer, use and conditions associated with processing of Test & Trace data.
- A Data Protection Impact Assessment pre-screen which includes a Data Ethics assessment has been undertaken. This concluded that the processing was not high risk having regard to the GDPR categories for risk, and therefore a full DPIA was not required.

SECTION 4: SUPPORTING PEOPLE AND GROUPS

This section gives an overview of how Camden will support our communities in the next phase of Coronavirus prevention and management, and how we will ensure that the needs of our diverse communities are recognised and met. It includes overlapping elements of other 'themes', for example mitigating wider community impacts and the local partnership response, reflecting Camden's whole-system, collaborative approach.

Camden is committed to ensuring that a comprehensive system of support is and remains in place as we all respond to Covid-19 at the individual and at the community level. Working together with our partners, we want to ensure that no-one finds themselves without appropriate support as a result of the rollout of the national Test and Trace service, and that the disproportionate impact of Covid-19 on some groups is addressed by tailoring our support and activity appropriately.

Camden's approach to supporting people and groups in the event of future outbreaks focuses on four key requirements for outbreak control:

1. Prevent the spread of infection by practicing social distancing and hygiene measures
2. Get a test for coronavirus if you display symptoms
3. Help to trace others if you test positive and have been in close contact with other people
4. Self-isolate – for those displaying symptoms, who have been in close contact with someone who has tested positive, and / or who has received a positive test result

We have adapted this approach across the many ways in which the Council interacts with our residents and communities, recognising the crucial role played by our partners across the borough, including voluntary organisations, mutual aid groups, businesses and faith groups.

Through our diverse activities, working together with as well as supporting our partners and residents, we aim to ensure that Camden citizens are able to stay safe and to protect others across their community.

- *Iterative, two-way conversations with our citizens to ensure that we've considered and understand the diverse situations of our communities, their strengths, concerns and views*
- *Clear communication to ensure that everyone knows what to do and what to expect, shared via diverse and locally appropriate channels*
- *Easily accessible helpline and networks to support those who feel the need for additional support*
- *Proactive, tailored messages to build trust and correct misinformation*
- *Positive encouragement of behaviour that will limit the spread of infection and support our communities*
- *Protection for our communities by overseeing safe environments*
- *Plans in place to ensure that the most priority, hard-to-reach and minority communities are not left behind or unfairly disadvantaged*

The use of Camden's Beacon system will enable Camden to build on our considerable achievements to support and connect residents with suitable networks, contacts and practical assistance since the beginning of the Covid-19 outbreak.

Understanding:

- Development of scenarios of how Test and Trace may impact on different groups, with a view to identifying those with particular need for support
- Workshops and meetings with VCS, faith groups, businesses and other partners to further identify types of support need and possible gaps
- Cross-checking of the government's Shielded Patients list and Council-held records to further develop understanding of impact on individuals and groups
- Review and iteration of feedback from citizens (across London) who have shared views on the Test and Trace system, including barriers to engaging with T&T

Communication:

- Development of locally adapted messaging around test and trace, for example translations and / or different key messages for different groups
- Ongoing work with VCS and faith sector colleagues to explore their role in translation, digital access, increasing awareness and compliance and support to those required to self-isolate
- Collaboration with Camden's Borough Resilience Forum to spread Test and Trace messages across partners
- Training for helpline staff (Contact Camden) to support T&T activity
- Development of action cards and 'resource packs' to support different groups
- Development of checklist / action cards for places of worship by working with multi-faith and community networks

Building trust:

- Development of FAQs aimed specifically at targeting misinformation about T&T
- Development of a Data Charter to reassure citizens about the use of their data and contacts through the test and trace system
- Ongoing communication with Mutual Aid Groups to address misinformation and mistrust of nationally disseminated messaging

Supporting positive behaviours:

- Training of community champions in principles of test and trace to support groups and individuals to comply
- Training of staff in care home / other settings in principles of T&T to support groups and individuals to comply

Protecting through prevention:

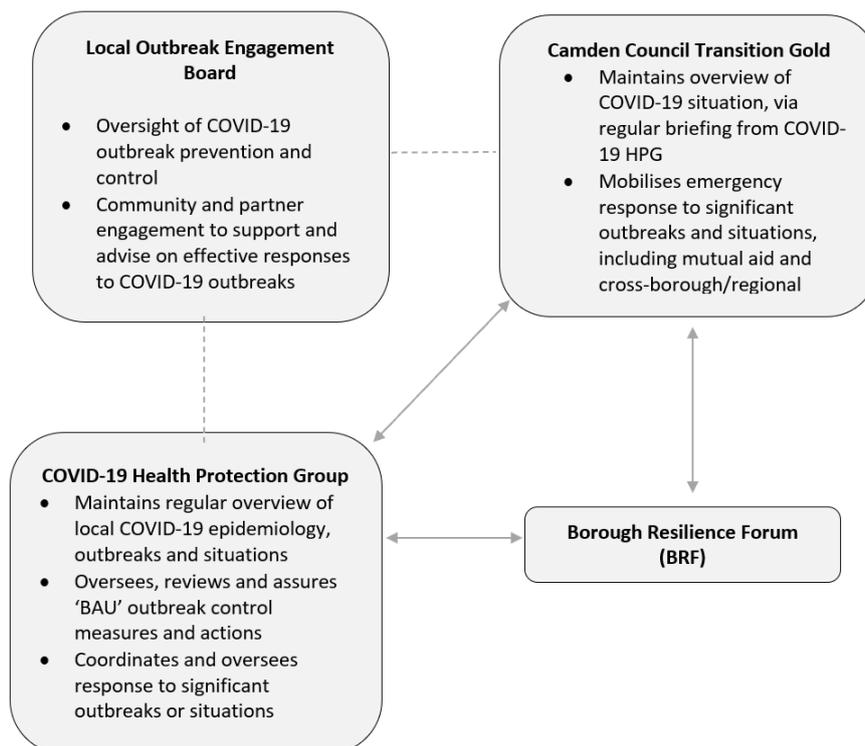
- Working with local partners (TfL, local businesses, local faith settings) to support the effective implementation of social distancing and hygiene in physical places, to limit the spread of infection
- Discussion of 'harm minimisation approach' to allow certain religious events under current social distancing restrictions
- Plans for temporary housing to enable people who are homeless to self-isolate

SECTION 5: GOVERNANCE AND LOCAL BOARDS

Having clear and appropriate governance structures for our local outbreak management activities will enable Camden's local leaders to make effective and timely decisions, informed by insights from stakeholders and local communities.

The existing Covid-19 Health Protection Group, Chaired by the Director of Public Health, will oversee, review and assure outbreak control measures in Camden. The Covid-19 Health Protection Group will report into and provide regular updates to the Council's 'Transition Gold' which determines Camden's overall management and strategic response to COVID-19 and will mobilise an emergency response to significant outbreaks and situations as required.

A newly coordinated 'Outbreak Engagement Board', chaired by Camden's Leader Councillor Georgia Gould, has been put together with representation from across Camden's communities and partners. This board will enable Camden to directly involve our communities in local activities and decisions around testing, tracing and supporting affected individuals to self-isolate. Doing so will help us to learn rapidly, incorporate the views across diverse audiences and groups, and iterate our plans to ensure that everyone in Camden understands and is supported to comply with the national system – protecting not just their own health but that of the whole borough.



We also set out how we understand Camden's test and trace activities to interact with regional and national bodies (see below); with the ability to flex and iterate how we engage as the test and trace programme develops over time.

Referral of issues and regional best practice to national Board

Understanding of key priorities for local delivery

Sharing of local best practice at regional level for both operational and strategic issues

Identification of referral issues to national Board

Early engagement and coproduction around local outbreak plan

Sharing of local outbreak management strategies and approaches

Key local stakeholder buy-in

Local Outbreak Plan Development

