

# Manchester's 12 Point COVID-19 Action Plan : Autumn 2020

(Version 1 - Produced 1st October 2020)

## Introduction

This plan for Autumn 2020 is an integral part of the Manchester Prevention and Response Plan, endorsed by the Health and Wellbeing Board on 8th July 2020.

Following the announcement on Thursday 30th July of the new restrictions and the declaration on Sunday 2nd August of a major incident relating to Greater Manchester, the need for enhanced action is now fully understood.

The 12 point COVID-19 Action Plan mirrors the national and Greater Manchester approach with a focus on the following:

1. Data and intelligence (point number 1)
2. Testing (point number 2)
3. Contact tracing (point number 3)
4. Contain measures (points 4-12)

Sir Richard Leese  
Leader of the Council  
Chair of the Manchester Health and Wellbeing Board

Councillor Bev Craig  
Executive Member for Adult Health  
and Wellbeing  
Manchester City Council

Joanne Roney OBE  
Chief Executive  
Manchester City Council

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Director of Public Health  
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Katy Calvin-Thomas  
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Manchester Local Care Organisation

Ian Williamson  
Chief Accountable Officer  
Manchester Health and Care Commissioning

Sir Mike Deegan  
Chief Executive  
Manchester University NHS  
Foundation Trust

Neil Thwaite  
Chief Executive  
Greater Manchester Mental Health Trust

Paul Savill  
Chief Superintendent  
GMP

The Manchester COVID-19 Response Group (Health Protection Board) is a multi-agency partnership that will oversee the implementation of this plan and key decisions will be escalated to Manchester Gold Control chaired by Joanne Roney, Chief Executive, Manchester City Council. For any further information about this plan please contact ([d.regan@manchester.gov.uk](mailto:d.regan@manchester.gov.uk)).

**1. Ensure that strategic and operational decisions in respect of COVID-19 are informed consistently by high quality data and intelligence**

We have:

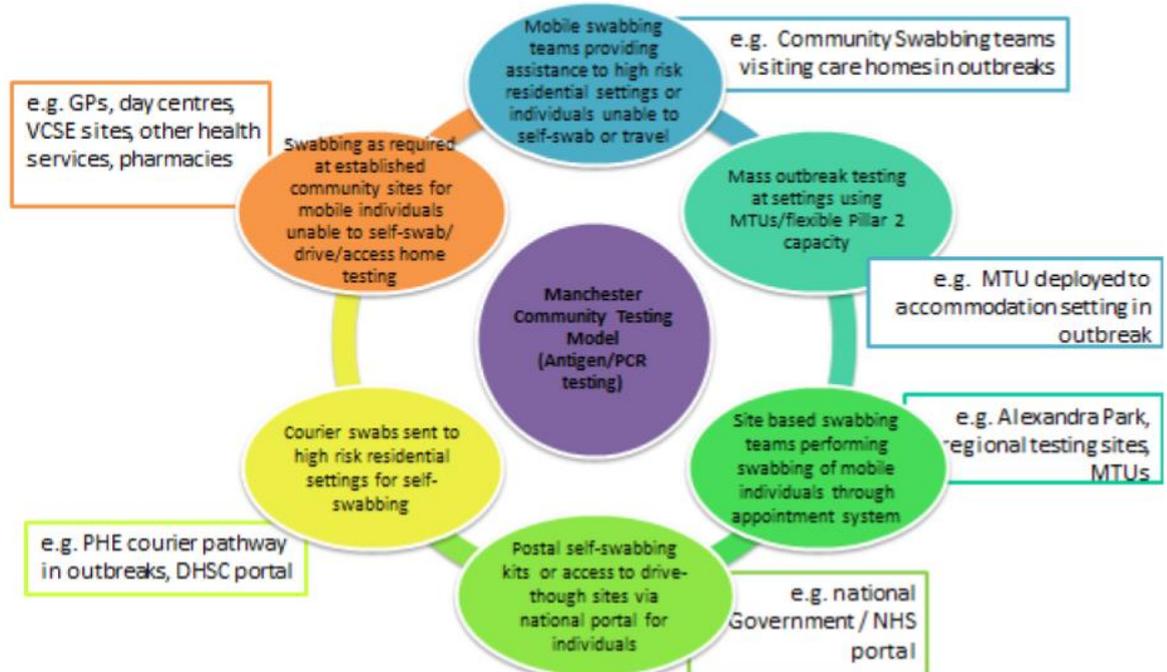
- Used the Manchester COVID-19 early warning dashboard and daily updates that include the incidence rate, positivity rate, testing rate, case data on age, ethnicity and geography (MOSAs and wards) to inform local action;
- Established the COVID-19 Public Health Strategy Group that meets twice a week to do a deep dive on all the epidemiology and intelligence;
- Produced a weekly update for the Manchester City Council website that is published alongside the Greater Manchester COVID-19 Dashboard every Wednesday.
- Undertaken an initial 'deep dive' analysis of new cases of COVID-19 in 18-29 year olds in order to understand better the epidemiology and geographical distribution of cases in this age group
- Updated the trend analysis of the geographical spread of cases to identify MSOA, LSOA and street/postcode based clusters that would indicate the need for more intense engagement activities (see point 4 below)
- Updated and expanded the COVID-19 Neighbourhood Profiles that we have developed in partnership with colleagues within the MHCC Business Intelligence Team and the Manchester City Council Performance Research and Intelligence (PRI) function.
- Undertaken further analysis of COVID-19 test data to understand better the current patterns of testing activity in the city, including variations in the rates of testing in different communities and areas of the city.

We will:

- Produce a series of deep dives to better understand the impact of COVID cases amongst different population cohorts (e.g. pupils and students)
- Continue to explore and make use of the individual record level data that is supplied by Public Health England in respect of laboratory test results, positive tests, confirmed cases and contract tracing activity.
- Support the work of the new GM Data Delivery Group and work with colleagues across the conurbation in order to share best practice, adopt common approaches and ensure that decisions are informed by a consistent and intelligence driven narrative.
- Explore behavioural insight research and evaluation to inform actions that enable people to follow COVID-19 guidance

**Lead: Neil Bendel, Public Health Specialist (Health Intelligence)**

## 2. Increase access to and uptake of testing



We have:

- Implemented most of the key components of the Manchester Community Testing Model described above;
- Increased testing uptake over the past few months despite the limitations in national testing laboratory capacity;
- Successfully deployed Mobile Testing Units (MTUs) at FC United and the Ukrainian Cultural Centre throughout August and September;
- Ensured that the recently limited capacity at the Etihad and Manchester Airport regional testing centres is utilised;
- Assessed the effectiveness of different approaches to managing workplace outbreaks by using Manchester Local Care Organisation (MLCO) Swabbing Team for a bakery outbreak and a MTU for an outbreak at a delivery office;
- Undertaken a thorough needs analysis on the best location of walk-in Local Testing Sites (LTS) across the city;
- Stood up five Local Testing Sites through a phased approach in collaboration with DHSC and Deloitte including:
  - Abraham Moss Leisure Centre, Crumpsall (indoor LTS)
  - Denmark Road Sports Hall, Moss Side (indoor LTS)
  - Central Retail Park, Ancoats (outdoor LTS)
  - Belle Vue Sports Village (outdoor LTS)
  - Brownley Road Car Park, Wythenshawe (outdoor LTS)

We will:

- Promote the use of home testing kits with key target groups who cannot access a regional or local testing site or who may find this route easier by directing them to gov.uk site or by phoning 119;
- Continue to use FC United (Moston) and the Ukrainian Cultural Centre (Cheetham) for MTUs and dates have been agreed for October;
- Further refine the approach to mass testing for non-healthcare settings during outbreaks based on lessons learnt from recent outbreaks including the appropriate use of MTUs;
- Continue to encourage employers of essential workers to register with the employer portal for testing employees who are self-isolating.
- Ensure pathways are in place for essential frontline health and care workers and designated teaching staff to have priority access to testing whilst demand is outstripping capacity and laboratory constraints limit slots available
- Further develop approaches to supporting high risk/vulnerable groups to book and access testing e.g. local support to access booking systems
- Continue to work with regional (Greater Manchester and North West) partners to advocate for increased testing capacity in high incidence areas (pillar 1 and pillar 2)
- Continue to reinforce messages and communications about when to get a test in order to manage demand and expectations for testing

**Leads: Cordelle Mbeledogu (Consultant in Public Health Medicine), Sharon West (Population Health Programme Lead)**

**3. Increase capacity to respond to local outbreaks including infection control, contact tracing, environmental health and non specialist support**

We have:

- Taken the lead role for all consequence management and contact tracing work with businesses that cover the hospitality sector as well as ongoing work with other employers including factories, offices, retail and public sector;
- Agreed to invest in additional capacity for Infection Control Nurses;
- Agreed to invest in additional capacity for Environmental Health (EH) given the scale of workplace outbreaks and the need to provide COVID secure advice to all employers.
- Strengthened the integrated response work between Environmental Health, Community Health Protection Team (Infection Control) and the Manchester Local Care Organisation as part of our branded Manchester Test and Trace Service which was launched on Friday 4th September. This service now has responsibility for making contact with all cases that the National NHS Test and Trace Service have not been able to reach within 24 hours ;
- Developed our understanding of outbreaks by geography and key demographics to be able to respond collectively in a flexible and targeted manner (see point 4

below) and monitored outbreak activity over time to be able to plan appropriate increases in capacity;

- Worked with Information Governance and Democratic Services to develop robust and secure arrangements for sharing of information to support the Manchester Local Enhanced Case Finding/Contact Tracing Service.

We will:

- Continue to collate all lessons learnt from outbreaks in various settings to inform ongoing service developments with a specific focus on care homes and other care settings in preparation for autumn/winter. Outbreak Control Team (OCT) meetings will always be held following significant outbreak in non care settings and actions recorded.
- Deliver more training sessions to enable organisations to independently manage lower risk and smaller outbreaks with support from non-specialist staff

**Leads: Sarah Doran (Consultant in Public Health, Health Protection), Leasa Benson (Clinical Lead Health Protection- Community Infection Control Team), Sue Brown (Principal Environmental Health Officer), Diane Cordwell Manager (MLCO)**

#### **4. Develop and implement community engagement plans for targeted work in specific areas and with specific groups**

We have:

- Delivered successful community engagement activities in Cheetham/Crumpsall, New Islington and Miles Platting, Moss Side, Ardwick and Levenshulme North, Longsight, Gorton, Fallowfield, Whalley Range and Chorlton up to 30th September. This involved:
  - MLCO and MCC Neighbourhood Teams;
  - Greater Manchester Police;
  - VCSE Providers;
  - Faith based organisationsand comprised of face to face (socially distanced) door knocking conversations in streets with clusters of cases. This was supported by other conversations with local retailers, food establishments and the dissemination of printed and audio materials in different languages. Community conversations are continuing in this part of the city within key locations in the neighbourhood e.g. areas of high footfall.
- Established the COVID-19 Health Equity Group to ensure that we are able to reach and put in place appropriate engagement practices with those that are most at risk of contracting COVID-19. The group includes representatives from the VCSE, including Caribbean and African Health Network (CAHN), Black Health Agency, Breakthrough-UK (disability organisation) and the South Asian Community.

- Implemented the wider MLCO led Making Every Contact Count for all integrated neighbourhood teams in Manchester, mobilising front line staff e.g. district nurses and social workers to deliver COVID-19 prevention messages.
- Used the data and evidence available to put in place appropriate engagement mechanisms for the 17-29 year age group.
- Undertaken a partnership approach to engagement in district and local centres, reiterating the simple messages of “wear a mask, wash your hands, keep your distance, and stay at home and get a test if you have COVID-19 Symptoms”;
- Engaged with students and residents in the top 12 streets that have the highest concentrations of students in the Fallowfield/Withington to advise them of preventative messages (see point 10)

We will:

- Continue to implement the Targeted Community Engagement Grant for COVID-19 Health Equity to enable voluntary and community groups to support the work of COVID-19 Health Equity Manchester;
- Continue to monitor the data to understand other areas of, and communities within the city where enhanced engagement may be required
- Produce a weekly update of engagement activity under the remit of “Making Every Contact Count” which will capture all engagement activity for all areas of the city, for example, in the week ending 30th September the report highlighted activities that had taken place in Gorton and Levenshulme, Longsight, Ardwick, Whalley Range, Fallowfield, Chorlton and Moss Side

*This programme of work will be reported back to the Member led Local Outbreak Engagement Sub Group chaired by Councillor Bev Craig, Executive Member for Adult Health and Wellbeing.*

**Leads: Shefali Kapoor (Head of Neighbourhoods), Val Bayliss-Brideaux (Head of Engagement, Manchester Health and Care Commissioning), Cordelle Mbeledogu (Consultant in Public Health Medicine), Mark Edwards (Chief Operating Officer, MLCO) and Sohail Munshi (Interim Deputy Chief Executive & Chief Medical Officer, MLCO)**

**5. Reinforce basic public health messages and amplify key communication messages in relation to the restrictions**

We have:

- Delivered targeted and effective campaigns in advance of Eid, Pride, Caribbean Carnival and other events sustained with follow up messaging sustained throughout August and September;
- Designed and produced sets of materials that have been used as part of the community engagement work described under point 4 and these are used across target neighbourhoods and sectors in Manchester, the materials include:

- A printed leaflet with Easy Read -style icons that explains the key things to stay safe (washing hands, wiping surfaces, social distancing, signs of virus and how to get a test)
- A second leaflet for those homes where a home visit has not been possible outlining the six key GM restriction points
- The third piece is a digital version of the messages which has been translated into 13 different languages and produced as a jpg. and sent via email or WhatsApp to local communities
- Produced bespoke leaflets for care home staff and hospitality sector workers and managers;
- Boosted social media messaging in target 'hotspot' areas with concentrations of cases in addition to wider messaging;
- Worked with partners and local groups to ensure consistent messaging
- Enhanced media work to raise the profile of enforcement against licensed premises which are flouting the restrictions. This has included news releases on closures and a feature in which the Manchester Evening News (MEN) accompanied licensing compliance officers on patrol.
- Developed a joint campaign with universities targeted at students coming to Manchester, with supporting messages for residents in key areas
- Delivered supporting material for return to school
- Built on the materials described above and increase accessibility for all partners and VCSE groups to use them via the resource hub ([www.manchester.gov.uk/resourcehub](http://www.manchester.gov.uk/resourcehub));
- Launch a new campaign with stronger messaging and images, reminding people in simple terms of the restrictions and their responsibilities as Manchester remains on the Government Watchlist;

We will continue to:

- Enhance the Greater Manchester and National COVID-19 campaigns with specific Manchester messages;
- Deliver specific communication campaigns in relation to events
- Support the Director of Public Health and Executive Member for Adult Health and Wellbeing with proactive media work in relation to Manchester outbreaks

*This work on the 12 point plan will supplement the overall communications plan agreed as part of the COVID-19 outbreak communication strategy, signed off by the Member led Local Outbreak Engagement Sub Group of Health and Wellbeing Board.*

**Leads: Alun Ireland (Head of Strategic Communications), Penny Shannon (Communications Business Partner)**

## 6. Work with and support the hospitality sector in responding to changing guidance and regulations when they are agreed

We have:

- Conducted joint operations between GMP and MCC Compliance and Enforcement Team targeting the hospitality sector in the city - this is happening on a weekly basis;
- Taken enforcement action on premises who are repeatedly not complying with advice including the use of directions to close premises in the worst cases - directions have been used a number of times in September 2020 and in addition prohibition and Improvement Notices have been used as part of a proportionate response.
- Taken action against individuals and households who have broken the law by organising parties/gatherings in residential areas
- Held virtual Q&A's with licensed premises and circulated, via business groups, a letter from the Director of Public Health to all licensed premises with advice, guidance and reference links
- Used regular social media comms as necessary when new regulations have been introduced.

We will:

- Continue with the joint GMP/MCC operations
- Take swift enforcement and preventative action (e.g. warn and inform) against businesses and households that do not comply with the restrictions and publicise intent to act;
- Strengthen capacity and involvement by other partners to increase the level of support for regulatory services;
- Ensure those businesses who are exemplars for COVID-19 secure working practices are recognised
- Use simple targeted comms, aimed at businesses and customers, using graphics, which clearly outline all the updated requirements they must follow. These are being pushed out through a range of channels and partners
- Provide a regular e-bulletin for licensed premises to directly target messages to licensed premises and ensure they receive all updated guidance and requirements quickly
- Ensure the most up to date guidance and reference links are on all the relevant council web pages.

**Leads: Fiona Sharkey (Head of Compliance, Enforcement and Community Safety)**

**7. Continue to support residents and patients who are vulnerable and ensure health equity issues are addressed**

We have:

- Worked together across organisations to ensure we are meeting the needs of people who are shielding
- Written to all patients who are shielding advising them about the new restrictions
- Maintained the SPL (shielded patient list) to ensure it is up-to-date and in line with updated guidance
- Followed up work on SPL with phone calls via primary care to all those in shielded group to understand support needs.
- Prioritised the care of the CEV in our Manchester Primary Care Standards, to ensure GP review of long-term conditions, mental health and flu immunisation for this group
- Developed a neighbourhood model of care coordination by teams around the neighbourhood for people who are shielding
- Communicated regularly with primary care to support the shielding process;

We will:

- Continue to support this group of residents and patients who are confused by the mixed messages relating to parts of Greater Manchester and the country as a whole
- Prepare joint health and council comms targeted at people who are on the revised list for shielding
- Plan and prepare to provide humanitarian support to those that are shielding should it be reinstated
- Focus on children who may have to shield to ensure coordinated holistic support is in place
- Work with partners on mental wellbeing offer for people who have been/are shielding
- Establish the Manchester COVID-19 Health Equity Group (see point 4)

**Leads: Dr Manisha Kumar (Medical Director, Manchester Health and Care Commissioning), Shefali Kapoor (Head of Neighbourhoods), Cordelle Mbeledogu (Consultant in Public Health Medicine)**

## 8. Provide advice to organisers of events that are planned for August and September

We have:

- Delivered a safe Eid programme, whilst acknowledging the levels of anger and dissatisfaction with the timing of the announcement on the 30th July, that included prayers in local mosques and their adjacent outside space rather than the annual Platt Fields Park gathering
- Successfully worked with residents and local members to redirect the local communities to the online Manchester Caribbean Carnival
- Successfully worked with organisers of Manchester Pride to provide Pride on Line and successfully diverted potential attendees from across the UK from attending the city through
- Worked with promoters of student freshers week events to limit the number of inappropriate/unauthorised events that took place

We will:

- Prepare for Autumn/Winter and review the events calendar, working with the organisations who deliver the events and the impact of any additional national and local restrictions.

**Leads: Fiona Worrall (Strategic Director Neighbourhoods), Neil Fairlamb (Head of Parks, Leisure, Youth & Events)**

## 9. Work collaboratively with Early Years settings, Schools and Colleges to ensure these settings remain open up to the Christmas break

We have:

- Strengthened the one team approach between the MCC Education Team, Public Health and Contact Tracing Team to document robust pathways for responding to notifications of cases linked to schools setting and ensuring timely flow of information between Manchester and the GM contact tracing hub;
- Produced a step by step guidance for schools on infection prevention and control including how to access support;
- Reviewed school risk assessments through the agreed process with MCC Health and Safety Team;
- Attended local Head Teacher meetings and meetings with the Unions to answer questions on infection prevention and control and the contact tracing process;
- Produced a Q&A guide for parents on COVID safety measures;
- Strengthened the test and trace service through the deployment of staff with education expertise to work with the Community Infection Control Team

We will:

- Continue to work with schools on the remote learning offer in the event of pupils being at home following an outbreak;
- Ensure regular communications with schools and other settings respond to their concerns;
- Complete a stock take in October half term to inform best practice and any changes required to the delivery of the Manchester Test and Trace Service for schools with a particular focus on access to testing.

**Leads: Amanda Corcoran (Director of Education), Fiona Worrall (Strategic Director Neighbourhoods), Sarah Doran (Consultant in Public Health)**

**10. Work collaboratively with Universities on COVID secure arrangements for both on and off campus activities with a focus on outbreak management**

We have:

- Agreed a plan of action with the Student Strategy Partnership;
- Convened a meeting of the four largest Greater Manchester Universities (University of Manchester, Manchester Metropolitan University, University of Salford, University of Bolton) to coordinate planning and communications for the month of September with a report received by the Greater Manchester Strategic Coordination Group on 1st September
- Agreed the Local Outbreak Response Plan including contact tracing with the two Manchester universities and ensured that students are aware that they need to register with local GPs and also give a local address;
- Opened the Denmark Road Local Testing Site, near to the Universities, to make it easier for students to get tested;
- Put in place daily multi agency tactical meetings (including GMP, Universities, MCC Neighbourhood Teams and Compliance) to review data and evidence in relation to breaches of restrictions and put in place relevant action;
- Implemented a proportionate Outbreak Control Team (OCT) response to deal with a significant increase in positive cases across a number of accommodation sites in the city

We will:

- Ensure all universities and accommodation providers have systems in place to support students to self isolate with humanitarian support where required;
- Continue to work with Manchester Student Homes, particularly in relation to Off Campus accommodation and engagement with landlords and the local community;
- Continue to work with independent accommodation providers in the city centre to ensure the Greater Manchester restrictions are understood in relation to household contacts and COVID secure arrangements for shared living spaces

- Undertake further engagement activity in areas of the city where there are high numbers of students living on private rented accommodation;
- Learn from the first phase of outbreak management incidents to inform the approach going forward

**Leads: David Regan (Director of Public Health), Amanda Corcoran (Director of Education), Fiona Worrall (Strategic Director Neighbourhoods), Sarah Doran (Consultant in Public Health)**

## 11. Build on the learning from the first wave to inform the Autumn/Winter planning for support to Care Homes

We have:

- Established the Manchester Strategic Care Homes Board, with full system representation across the City Council, MLCO, Manchester Health and Care Commissioning (MHCC), Manchester University NHS Foundation Trust (MFT) and Greater Manchester Mental Health NHS Foundation Trust (GMMH). As well as focusing on strategic objective setting we gather and provide assurance about the resilience of Care Homes with a particular focus on continuity of care.
- As part of the Board, we have developed a programme plan of support with 4 key focus areas:
  - i. Clinical Pathways
  - ii. Supporting the Workforce
  - iii. Managing Care and Supporting Providers
  - iv. Controlling the Infection
- Developed a Care Home Dashboard for appreciative enquiry.
- Created a commissioned service for Covid+ discharge in the first wave
- Implemented the new care home outbreak pathway in partnership with Public Health England (PHE)
- Implemented a regular ‘check-in’ call to all 220 care providers across the City.
- Developed a single pathway to disseminate evolving guidance to separate care sectors
- Supported the Department of Health and Social Care (DHSC) to deliver the national “Whole Home” testing programme in Manchester
- Developed a Locality Neighbourhood (INT) response to Care Home requirements during the pandemic
- Delivered 720,000 PPE items to care homes since the start of the pandemic and continue to support the care sector to access the national PPE portal and supply additional PPE where national supply is inadequate and in emergencies
- Continued to facilitate and coordinate access to PHE Pillar 1 testing for care homes for symptomatic residents and during outbreaks
- Provided a results service to care homes for PHE Pillar 1 results and advice on management of positive cases

- Supported and encouraged care homes (who qualify) to access Pillar 2 whole home testing
- Continued to develop plans for the rollout of the Health in Care Homes Directly Enhanced Service (DES)
- Distributed Covid specific support funding to all providers
- Distributed the first two waves of Infection Control Funding (ICF) to Care Homes
- Supported three care homes with targeted 'resilience funding' to maintain continuity of care and to retain provision.
- Extended the Local Authorities Employee Assistance Programme to Care Home staff
- Stepped in to support and take over operations at a care home to provide continuity of a care for residents

We will:

- Continue to develop the Care Homes Board programme of work in line with changing needs of care providers
- Develop further guidance around care home visitation and encourage providers to support each other through peer learning and sharing of good practice
- Develop both an MLCO and Adult Social Care Winter Plan in line with new national guidance
- Continue to distribute ICF funding in a timely fashion through to March 2021
- Rollout a new digital offer to support online/remote consultation, Covid symptom tracking using the Restore2 methodology and improved capacity and issue tracking
- Continue to monitor care home stability and target those with deteriorating positions
- Improve communication with care providers through more regular webinars using Microsoft teams following the implementation of NHS.net in all care homes and the LA transition to a Microsoft environment
- Engage providers in strategic decision making regarding the care market
- Develop and enhance our Discharge 2 Assess pathway to streamline hospital discharge into community settings
- Rollout the Health in Care Homes Directly Enhanced Service (DES)
- Work with the Manchester and Trafford Personal Protective Equipment (PPE) Hub to support the government commitment of 'free PPE for care providers'
- Continue to work with local Community Infection Control Teams and PHE to identify gaps in testing and work collaboratively to fill.
- Continue to seek innovative ways of supporting care providers (for example through a carer / nursing bank for staffing issues)
- Develop an enhanced approach to risk identification and risk management across the care market

**Leads: Bernie Enright (Executive Director of Adult Social Services), Sohail Munshi (Chief Medical Officer), Keith Darragh (Deputy Director of Adults Social Services), Ian Trodden (Chief Nurse), David Regan (Director of Public Health)**

**12. Consider the suite of contain measures that have been developed for Greater Manchester to inform the Manchester Local Escalation Plan**

The Greater Manchester Framework for contain actions and interventions will be updated regularly to reflect the suite of potential interventions that may be considered by localities. There are a range of actions and interventions associated with each stage of escalation and Manchester will consider these based on the epidemiological evidence and qualitative intelligence (see point 1).

**Lead: David Regan (Director of Public Health) Fiona Worrall (Strategic Director Neighbourhoods)**