

MINUTES of the remote meeting (Microsoft Teams) of the **LOCAL OUTBREAK ENGAGEMENT BOARD – INFORMAL** held at 10.45 am on 18 June 2020.

Members:

(Present = *)

- * Joanna Killian
- * Mr Tim Oliver (Chairman)
- * Ruth Hutchinson
- * Mrs Sinead Mooney
- * Mrs Mary Lewis
- * Karen Brimacombe
- * Annie Righton
- * Cllr Mark Brunt
- * Cllr Stuart Selleck
- * Dr Alison Barnett
- * Dr Charlotte Canniff
- * Sue Sjuve
- * Dr Pramit Patel
- * Gavin Stephens
- * Andrew Lloyd

In attendance

- * David Munro - Surrey Police and Crime Commissioner

1 WELCOME AND INTRODUCTIONS

The Chairman welcomed members to the first informal meeting of the Surrey Local Outbreak Engagement Board. He explained that as part of the NHS Test and Trace service launched by the Government on 28 May 2020 to control the spread of Covid-19, each upper tier local authority was expected to establish a Local Outbreak Engagement Board. The Board would provide political ownership, public-facing engagement, ensure effective communications regarding outbreak responses and have oversight over the Local Outbreak Control Plan.

Surrey County Council was one of eleven Beacon Councils promoting best practice in governance and the Chairman noted that he sat on the National Advisory Board within the Good Practice Network and the Chief Executive of Surrey County Council sat on the equivalent for chief executives. All the Beacon Councils had set up their Board differently, but ensured wide representation acting as a coordinating board to engage with the public. All eleven upper tier local authorities would need to provide their Local Outbreak Control Plans by 30 June, to which the Board has oversight of. There had been thirty outbreaks across the country and over half were in care homes. The purpose of the Plans is to provide a clear focus on high risk areas specific to the locality and how to contain local outbreaks. When responding to outbreaks, the four levels of decision-making were: individual settings, upper tier local authorities, cross-boundary through the Local Resilience Forum and nationally. The Plans followed national regulations as currently, secondary legislation was needed if an upper tier local authority sought to lockdown a locality.

The Board agreed with the Chairman's proposition that the Surrey Police and Crime Commissioner be added to the Board, amending the membership within the Terms of Reference.

2 APOLOGIES FOR ABSENCE AND SUBSTITUTIONS

There were none.

3 NATIONAL AND LOCAL CONTEXT

The PowerPoint slides are included as Annex 1

Presenters:

Ruth Hutchinson - Interim Director of Public Health (SCC)
Joanna Killian - Chief Executive of Surrey County Council
Sue Sjuve - Chair of the Royal Surrey NHS Foundation Trust

Witnesses:

Paul Evans - Director of Law and Governance (SCC)

Key points raised in the discussion:

1. The Interim Director of Public Health introduced the national and local context, noting that the establishment of Local Outbreak Engagement Boards and Local Outbreak Control Plans were a key part of the government's Covid-19 recovery strategy.
 - Since the launch of the NHS Test and Trace service on 28 May anyone who had received a positive Covid-19 test would automatically be part of that service and the process of contact tracing would be followed.
 - As an upper tier authority Surrey County Council needed to produce a Local Outbreak Control Plan and had been allocated approximately £3.5 million to do so.
 - The aim of the service was to test, trace, contain and enable nationally, whilst tailoring local responses.
2. The Chief Executive of Surrey County Council (SCC) highlighted that Surrey County Council was one of eleven Beacon Councils forming a Good Practice Network led by the Chief Executive of Leeds City Council and the Chief Executive of Ashford and St Peter's Hospitals NHS Foundation Trust.
 - The purpose of the Network was to learn from other's experiences, flag issues of common concern to government, to be innovative and to coordinate governance in order to scale-up responses.
 - Going forward it was vital to working with businesses such as transport operators, use behavioural science and effective communications to ensure people adhered to guidance and social-distancing measures.
3. The Director of Law and Governance summarised the legal context, noting that there were powers available to local authorities through the Health Protection (Local Authority Powers) Regulations 2010 as amended in 2020, directed at specific outbreaks of communicable disease and were generally enforceable against individuals or specific premises - relying on applications to magistrates' courts.
 - The issue was that 'localised' lockdowns by local authorities would require further government regulations, guidance on how regions could use the current rules was outstanding.
4. The Interim Director of Public Health provided a governance overview, highlighting the key role of the new Joint Biosecurity Centre as a data and intelligence coordinator and the Good Practice Network at the national level, regional groups across the South East and the Local Outbreak Engagement

Board at the local level as well as the Surrey Covid-19 Health Protection Operational Group which would feed into the Surrey Strategic Co-ordinating Group (SCG) and the cells within the Local Resilience Forum.

- In response a Board member was concerned that the Board would receive data last and about the lack of legal provision needed for rapid local outbreak responses. The Chief Executive (SCC) responded that the Good Practice Network, Public Health team, Department for Health and Social Care (DHSC) were looking at future powers and regulations, the triggers for localised lockdowns and ensuring escalation for significant incidents.
 - A Board member added that local data was shared on a daily basis with the Public Health team such as the exceedance rate, the Board would receive national and regional data regularly too - data down to the postcode level was vital.
5. The Chair of the Royal Surrey NHS Foundation Trust summarised the new Samba II machines point of care testing technology which had increased the through put and turnaround times for Covid-19 testing. There were twelve machines in Surrey Heartlands, to be used with patients who they think have a high probability of having Covid-19 or low probability but needing an urgent invasive procedure or elective procedures. The benefit was to improve rapid clinical responsiveness and may in the future be used to test patients for flu and Covid-19 concurrently.
- The Chairman questioned whether accutes had that testing facility and in response it was noted that the majority did but the machines were not yet available at the primary care level. A Board member noted that mobile devices could be used across primary care network to aid 'hot sites'. In response, a Board member commented that those sites were not everywhere so an aligned strategy across general practice was needed and potentially utilising point of care testing across general practice.
6. A Board member stressed that clarity was needed to ensure public confidence when releasing communications with residents on the technical definition of an outbreak and a local lockdown, compared with the public perception.
- The Interim Director of Public Health responded that caution was necessary when defining outbreaks of multiple cases in settings as opposed to the focus on managing larger community outbreaks and subsequent local lockdowns.
 - A Board member added that the exceedance rate was a greater than expected rate of infection compared with the usual background rate for a locality. That was different to an outbreak as it could cause an exceedance rate or could be a general spread in the population.

RESOLVED:

The Board noted the verbal updates.

Actions/further information to be provided:

None.

4 LOCAL OUTBREAK ENGAGEMENT BOARD: DRAFT TERMS OF REFERENCE AND DRAFT LOCAL OUTBREAK CONTROL PLAN

The PowerPoint slides are included as Annex 1

Sponsors:

Ruth Hutchinson - Interim Director of Public Health (SCC)
Joanna Killian - Chief Executive of Surrey County Council
Tim Oliver - Leader of Surrey County Council

Witnesses:

Paul Evans - Director of Law and Governance (SCC)
Andrea Newman - Director of Communications & Engagement

Key points raised in the discussion:

1. The Interim Director of Public Health noted that she sought comments on the Board's draft Terms of Reference which was devised on loose national guidance and the establishment of the Board by authorities had been interpreted in different ways. The Surrey Local Outbreak Engagement Board was to be a formally constituted sub-committee of the Health and Wellbeing Board.
2. A Board member noted that the draft Terms of Reference was comprehensive but questioned whether there should be an additional clinical representative representing Frimley as part of the membership.
 - In response, the Chairman noted that the Director of Planning & Delivery for Surrey Heath CCG was a member of the Covid-19 Health Protection Operational Group and the Board was not a clinical committee. The Interim Director of Public Health added that she was working closely with that representative. A Board member noted that she was the Clinical Chair of Surrey Heartlands CCG provide clinical representation and was happy to work closely with the Clinical Chief Officer for the Frimley Collaborative.
3. A Board member queried the schedule of meetings and whether there was provision to convene the Board quickly.
 - The Chairman agreed that the Board was a public board, but also had the ability to meet informally and ad hoc.
 - A Board member concurred that the Board needed to be agile and reactive, it was important to build public trust by meeting rapidly and regularly.
 - The Director of Law and Governance noted that the Board must adhere to the statutory five clear working days principle for notification of a public meeting and the publication of agendas and would review the draft Terms of Reference.
4. A Board member queried how Surrey and Sussex Healthcare NHS Trust (SASH) were engaged with. The Lead Primary Care Network (PCN) Clinical Director commented that he represented East Surrey was in contact with SASH. The Chairman added that a representative from SASH was on the Surrey Heartlands ICS Board and in the Joint Communications Group.
5. An attendee noted that there was no specific reference to enforcement in the draft Terms of Reference nor the draft Local Outbreak Control Plan.
 - A Board member explained that discussions at the recent National Police Chiefs' Council were on four areas: engage, explain, encourage, and enforce which was the last resort. A community impact assessment for sensitive communities would be undertaken first to inform the subsequent strategy on enforcement.
6. The Interim Director of Public Health explained that the draft Local Outbreak Control Plan was centred on seven themes with a large focus on care homes and schools and local areas and groups of high risk.

- The draft Plan outlined Surrey's local testing capacity and adapted the existing Health Protection Plans to form the Covid-19 Plan, one key existing Plan was the Surrey Local Health Resilience Partnership (LHRP) Memorandum of Understanding which included the ability to mobilise health resources quickly in the event of an outbreak.
 - The draft plan was written in consultation with many partners and stakeholders and overlapped with the Testing Cell within the SCG, focusing on utilising testing technology, who was available for testing and how to book testing - anyone with symptoms could be tested - through a home testing kit or mobile drive-through units.
 - Data and intelligence on Covid-19 such as the number of cases, was key which could be accessed through the Gov.uk website and as part of the LRF through the Tactical Intelligence and Analytics Cell (TIAC) producing daily surveillance reports on Covid-19 in Surrey which would be built on with local data such as exceedance rates and information from the public and businesses, Test and Trace surveillance data and national data from the Joint Biosecurity Centre cascaded down regionally and locally.
 - Supporting vulnerable people during self-isolation was important through partnership with the Resident Welfare and Volunteering Cell in the SCG, covering food and prescription delivery, befriending and managing those with disabilities or English not as a first language.
 - Protecting local community settings through national action cards such as care homes, - which had a separate process for aligning testing and managing outbreaks - educational settings, high risk places and communities such as prisons and BAME and other areas, hospitals and UK ports of entry especially Heathrow and Gatwick Airports.
 - Scenario-modelling and capacity planning in the anticipation of a major localised outbreak, such as how many people to contract trace, the resources needed, appropriate spend of the £3.5 million allocated and close work with the military for rapid response.
7. The Chief Executive noted that capacity planning was a large focus of the Board, in amongst other large programmes of Brexit planning or flu plans and suggested that the draft Plan is assured by one of Surrey's good practice partners.
 8. In response to a Board member query on the impact of the proximity of Gatwick and Heathrow Airport, the Chairman noted that the National Advisory Board was addressing that issue through the creation of a plan.
 9. A Board member emphasised the importance of the Board having oversight over local communications which must be proactive, accessible and promote local responsibility, avoiding the public fatigue of constant national messaging.
 10. An attendee queried whether indoor social gatherings were to be included as a high risk place especially as the lockdown eases. A Board member responded that if for example the night-time economy became dangerous in terms of social-distancing, he would engage nationally for support over a local lockdown as currently the only option would be voluntary arrangements with those licensees.
 11. A Board member asked for clarification on the approach to whole home testing for care homes, the Interim Director of Public Health explained that whole home testing was via the national portal as there was a separate process - individuals in care homes or staff did not have to be symptomatic to have a test. The issue of increasing testing capacity was addressed through Surrey's Prioritisation Framework.
 12. The Director of Communications & Engagement introduced the Communications and Engagement Plan which was developed in close collaboration with the Public Health team and emphasised that the plan was agile and would evolve in light of lessons and any new guidance.

- The communications response regarding the Test and Trace service was coordinated through the Multi-Agency Information Group (MIG), part of the LRF.
 - The main objective of the Plan was to ensure alignment on Covid-19 responses nationally through the Good Practice Network and to amplify national messages locally. The plan had also been shared regionally through the South East LRF (Communications) and locally through the MIG.
 - Any communications tactics need to ensure a balance between the national campaign, motivating people to comply and local messaging. The plan will make use of multiple channels including traditional tools such as media and outdoor advertising as well as making use of a full range of online tools such as social media, to effectively target different audiences and tailor messages. The plan takes into account behavioural insights undertaken by the Department of Health and Social Care.
13. The Chairman suggested an additional session on communications next week due to time constraint.
14. The Director of Communications & Engagement stressed that they were in a situation in which most people did not realise that they were eligible to get tested.

RESOLVED:

1. Reviewed and approved the draft Terms of Reference subject to incorporating member feedback, for the new Surrey Local Outbreak Engagement Board including purpose, roles and responsibilities, membership and governance.
2. Reviewed the draft Surrey Local Outbreak Control Plan – COVID-19 Test and Trace, to provide political oversight on the direction of the plan, particularly for community engagement and public facing communications. (National guidance *Guiding Principles for Effective Management of COVID-19 at a Local Level* states that the Local Authority Chief Executive, in partnership with the Director of Public Health and Public Health England Health Protection Team; are responsible for signing off the Local Outbreak Control Plan: <https://www.adph.org.uk/wp-content/uploads/2020/06/Guiding-Principles-for-Making-Outbreak-Management-Work-Final.pdf>)

Actions/further information to be provided:

1. The draft Terms of Reference will be circulated to the Board including the addition of the Surrey Police and Crime Commissioner to the membership and incorporating member feedback in relation to the public and private split of the Board, before final sign-off.
2. An additional communications session to be set up in the following week to explore the area in more detail (notes included below).

INFORMAL COMMUNICATIONS SESSION - 23 JUNE 10AM-11AM

Witnesses:

Andrea Newman - Director of Communications & Engagement
 Alex Vinall - Founder and Managing Director of Air Social Marketing

Key points raised in the discussion:

- The Director of Communications & Engagement noted positively that at the Good Practice Network Surrey was a front runner regarding communications and had been commended by peers at the Local Government Association.
- The Communications and Engagement Plan was a large undertaking by the Communications team in collaboration with the Covid-19 Communications Lead at Surrey County Council and the Founder and Managing Director of Air Social Marketing - a local Guildford company providing support.
- The Communications team had been responding to Covid-19 since the first case of Covid-19 contracted in Surrey in February, the Covid-19 specific plan built on existing communications plans.
- The Director of Communications & Engagement and a colleague chaired the MIG and were representatives on the SCG, she had also set up the Surrey Communications Leaders Group at a local level. Regionally there was the Public Health England Communications and South East LRF (Comms). Nationally governance was through the Good Practice Network and Cabinet Office Public Services Network working with their behavioural insights team.
- The main objective was to communicate national guidance regarding the Test and Trace service, to maximise awareness and compliance and to help contain and reduce the spread through local messaging and targeting key audiences especially those with low compliance.
- The country was in what the government termed the contain phase and the Surrey Communications and Engagement Plan outlined the local use of communications through traditional tools such as radio/press briefings and leaflets which reached most of the population but was slower to implement. As well as digital and online forms of engagement such as social media which could be mobilised often instantaneously, reaching 70% of residents.
- The emphasis on public messaging was on the social contract between the County Council and residents encouraging all to play their part in keeping Surrey safe.
- Informing the public and raising awareness was fundamental as only 42% believed they were eligible for a Covid-19 test, so there was a large job to inform residents. Media briefings played a key role such as via Surrey Live, BBC Surrey and opportunities with other channels were being explored. Sample content was shown, which focused on the message that anyone with symptoms could have a test and the local angle of residents playing a role in keeping Surrey open and safe - there were also local versions tailored to local parishes for example.
- The Communications team were working closely with the Public Health team on what denotes a trigger of a localised lockdown and outbreak, caution was urged on the wording used to differentiate a localised incident in a setting as opposed to a larger outbreak across settings and localities.
- Data and intelligence was from the national Joint Biosecurity Centre including the changing threat level and from the TIAC in the LRF. Once an outbreak was worthy of a local lockdown the Plan could be implemented through the mobilisation of a Rapid Response Communications team and pre-prepared assets tailored to local areas in Surrey, as well as working with local and regional media editors if necessary and informing key partners.
- The focus of the rapid response would be through online and social media tools, signposting national and local guidance. Residents and those travelling through and within Surrey - for work or via the airports - could be targeted by their town or down to postcode level, within hours messages could be sent to them on platforms such as Facebook and Instagram; and online through advertisements. Many of those not on social media platforms would most likely be online using the internet and Google Advertising could be used.

- The key was to constantly evaluate the effectiveness of messages and following up with residents after lockdown had been lifted thanking them for their support.
- There was an 'epicentre response' in which the County Council were aware of Covid-19 cases and were working to contain outbreak within a particular setting such as a school and in which messages could be tailored to affected residents such as parents and teachers and those in the surrounding radius, to provide reassurance based on the assessed public health risk level.
- The Founder and Managing Director of Air Social Marketing commented that users of social media such as Facebook and Instagram checked their pages multiple times per day. Online visuals were to be put into those social media newsfeeds of Surrey residents and people travelling to and from Surrey. The 'epicentre response' allowed messaging to be sent to the relevant people affected by a localised incident e.g. in a school, parents, teachers and those in a radius to the school could be informed in a targeted manner.
- Responding to a question on Twitter, the Founder and Managing Director of Air Social Marketing explained that most people tended to get their community newsfeed through Facebook and Instagram. The tools available for those two platforms and the Google Display Network were better than Twitter.
- The Director of Communications & Engagement discussed that future scenario-planning was a key part of Plan in anticipation of a second wave. Social media and online tools proved effective and accessible during the pandemic as traditional methods such as bus advertising had been taken away and leaflets took two weeks to order.
- The Interim Director of Public Health (SCC) was happy that communications could be reactive and precise; and emphasised that methods of working - such as informing individuals - within the Local Outbreak Control Plan built on those in the Communications and Engagement Plan.
- In response to a question on tracking and whether reliance was on the Test and Trace app, residents posting on social media or location tracking within phone, the Founder and Managing Director of Air Social Marketing explained that tracker was being harnessed through the phone and the apps working in the background.
- The Plan was praised as comprehensive including a good cross over between partners but there was concern on the over 65s not on social media. The Director of Communications & Engagement noted that on the MIG there was a pharmaceutical representative leading communications for Surrey and leaflets had been given to local pharmacies and chemists to distribute to residents in a more traditional way. There were also weekly advertisements within Woking News and Mail and briefings on BBC Surrey accessible to those not online. The Communications team also linked in with the Resident Welfare and Volunteering Cell in the SCG including the Community Helpline. The Founder and Managing Director of Air Social Marketing added that many over 65s would still have online access even if not social media, Google Display Network advertisements could be used to pop up on newsfeeds and wider family members and friends would most likely have online access to be able to share to those without access.
- It was asked how quickly effectiveness could be measured in relation to the Communications and Engagement Plan, in response the Director of Communications & Engagement explained that the Plan was highly adaptable and could mobilise a Rapid Response Communications team as used for Headley Court. The aim was for public warning and informing not to be alarmist, close working with the Public Health team, shared feedback with South East LRF (Comms) colleagues and public feedback would provide an element of scrutiny.
- It was noted that there was still a demand for food boxes in some districts and boroughs and it was essential that community teams were kept informed of

communications as they have invaluable local knowledge. In addition, the Chairman queried how the Plan would be cascaded through to districts and boroughs. The Director of Communications & Engagement responded that boroughs and districts were represented on the MIG and her team were working closely with the Community Settings Cell in the SCG and would explore whether a summary of communications work could be include in a leaflet to community groups. The PowerPoint slides used would be finessed and the Covid-19 Communications Lead (SCC) would produce a tactical grid of different types of advertising used and where.

- It was queried whether SMS mobile phone messages could be sent to residents in case of a localised outbreak in Surrey, if there was a WhatsApp group between borough and district communications teams and the importance of sharing the PowerPoint presentation and future information with neighbourhood community support groups was noted so they are prompted to standby in case of a future outbreak. The Director of Communications & Engagement noted that the PowerPoint slides would be circulated to those in attendance and could be shared further, she was happy to contact the attendee for a solution regarding neighbourhood community support groups and that there was a WhatsApp group. The Founder and Managing Director of Air Social Marketing explained that sending SMS texts was more complex than social media and costly but she could put together those costs.
- Information and communications to residents reassuring them of the work in progress would be welcome such as a summary to go in residents' newsletters which all boroughs and districts had. In response, the Director of Communications & Engagement noted that there were briefings on Surrey Live and BBC Surrey, and the team was keen to push the narrative out to stakeholders and residents through broad channels and she would look into those residents' newsletters. The Chairman added that at the Cabinet meeting in the afternoon under the item on Covid-19, he would inform residents about the establishment of the Local Outbreak Engagement Board.
- The Chairman requested that the chair of the Surrey Communications Leaders Group distribute the PowerPoint presentation to that group.

Actions/further information to be provided:

1. The Communications team will look into how to keep neighbourhood community teams informed of the current and future communications on Covid-19, exploring a possible leaflet summarising the information and they will contact those attendees with the query for possible solutions.
2. The PowerPoint slides used will be finessed and the Covid-19 Communications Lead (SCC) would produce a tactical grid of the different types of advertising used and where.
3. The Founder and Managing Director of Air Social Marketing will put together the costs of sending SMS texts informing residents of localised outbreaks.
4. The Communications team to look into producing a summary of their work to residents to reassure them and to look into the use of residents' newsletters for this, which all boroughs and districts had.
5. The chair of the Surrey Communications Leaders Group will distribute the PowerPoint presentation to that group.

5 ANY OTHER BUSINESS

None.

6 DATE OF NEXT MEETING

It was agreed that the next meeting of the Board would take place in the week commencing 13 July 2020.

Meeting ended at: 12.16 pm

Chairman