

# Southwark's Outbreak Prevention and Control Plan (OPCP)

Protecting Southwark amidst the novel coronavirus pandemic

Southwark Public Health Division

Environment, Leisure & Public Health

Last updated 20 December 2021

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## GATEWAY INFORMATION

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## CAVEAT



**This document is a live document that reflects emerging threats and guidance as they arise.**

Please take note of version control which is indicated by the “Last updated” statement on the cover slide.

## PLAN ON A PAGE

**Mitigate the impact of novel coronavirus on Southwark's population and communities, focusing on those most at risk.**

### ENGAGEMENT & COMMUNICATIONS

#### PREVENT

- Work with communities and settings to prevent transmission, focusing on those with greatest vulnerability.
- Implement communications and engagement plans which are responsive and reflect current transmission risks
- Support COVID secure workplaces, settings and public areas.

#### IDENTIFY

- Embed testing into communities and settings
- Identify contacts, with a robust local test and trace function.
- Support self isolation in contacts and cases including practical, financial and wellbeing support.

#### CONTROL

- Advise on effective outbreak management
- Contain variants of interest and concern.
- Support the delivery of the NHS COVID-19 vaccination programme (including boosters)

### INTELLIGENCE , SURVEILLANCE & EPIDEMIOLOGY

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# We will protect our communities, with particular focus on those most vulnerable and adversely affected

## EXECUTIVE SUMMARY

### CONTEXT

It is now more almost two years since the novel coronavirus arrived in the United Kingdom. Over that time Southwark Council and our communities have worked closely with a wide range of partners across government, the NHS and voluntary sector.

Our Public Health response in Southwark began in February 2020 and we published the first version of this Outbreak Prevention and Control Plan (OPCP) in June 2020. We refreshed that plan in March 2021. This third version of the OPCS sets out our strategic and operational response to the pandemic for the people of Southwark, recognising the successes of the national vaccination campaign, changes to national policy and the reorganisation of both national and regional Public health structures. The pandemic, in particular the emergence of the Omicron variant of concern, will continue to present challenges for Southwark, London and the country as we head into another winter season.

Across all of our workstreams, community engagement and communication is critical: we will continue to produce and implement an engagement and **communications plan** with the dual aims of preventing disease, and mitigating the impact of the pandemic. Our operational response will continue to involve our three strands of work: **PREVENT**, **IDENTIFY** and **CONTROL**.

### PREVENT

Our prevention efforts have focused on **engagement approaches** taking an asset-based approach to understanding and anticipating community needs in the borough. Southwark Council continues to work closely with NHS partners delivering the local implementation of the COVID-19 vaccination programme. As national policy has evolved to ease constraints, our local approach will seek to continuously improve wide-spread health literacy while at the same time focusing our resource on high-consequence settings including among vulnerable groups (such as care homes) and high-transmission settings (such as in the education sector and mass events). We continue to work closely with health service partners and the newly established UK Health Security Agency to coordinate health protection advice.

# We will deliver a safe, effective and sustained response for as long as the virus remains

## EXECUTIVE SUMMARY

### IDENTIFY

Over the last 18 months we have delivered highly-visible testing facilities and locally-focused testing programmes on top of a locally-led surveillance function that interrogates the results of such testing on a daily basis. Working closely with the Department of Health and Social Care and NHS Test and Trace, we also operate our local tracing partnership, **Test and Trace Southwark (TTS)**. The TTS programme provides enhanced follow-up to local residents with a risk-based approach that connects to home-visiting services. Test and Trace Southwark integrates with welfare and support payment systems so that financially vulnerable residents are enabled to make the safe choice when isolating. We will maintain capability for surge testing for new variants as required.

### CONTROL

The Public Health team in Southwark Council continues to operate an acute response function, receiving notifications from a wide variety of local settings including for education and business. Where incidents and outbreaks arise, the **Acute Response Team (ART)** works closely with the UKHSA health protection team (LCRC), NHS and other partners to implement control measures and manage communications with the public. We will continue to build health protection and infection prevention and control capability within settings, with a focus on care and residential settings, schools and workplaces.

### CONCLUSION

We will continue to take an **iterative, agile and sustainable** approach to meet the needs and challenges that Southwark's population and communities face with the Omicron variant, as we move towards living with COVID-19 in the medium-term. We will continue to work with and support partners from across Southwark and London to ensure they are operating with effective, proportionate and practicable measures in place to move forward.

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# FOREWORD

Our borough, our communities and our services have been hit heavily by the pandemic and our most vulnerable residents have been disadvantaged the most. The pandemic has exacerbated the inequalities that society faces: so many of which are so stark in Southwark.

The council – together with residents and our local partners – has come together to tackle the impacts of the pandemic. The emergence of the Omicron variant and subsequent variants will continue to challenge us.

**As we work together through another difficult winter we will continue to protect those around us who are most at risk from the impacts of the pandemic. We will ensure our health protection response continues to be evidence-based, pragmatic, proportionate and sustainable. We will continue to work with our partners and residents towards a more healthy and more equal future for Southwark.**

This plan is a live document and will be updated as required reflecting changes in local, regional and national guidance.

**Sangeeta Leahy FFPH**  
Director of Public Health

20 December 2021

# This document sets out our approach to the pandemic going forward

## AIM AND OBJECTIVES

**The aim of Southwark's OPCP is to continue to mitigate the impact of coronavirus on Southwark's population and communities, providing a robust framework for the delivery of actions, and prepare the way for a safe, healthy and confident return to a new way of life.**

In order to achieve this, our refreshed focus will continue to be on:

1. Working with local communities, institutions and partners from across sectors to maximise the impact of COVID-19 prevention measures across the borough, recognising the inequitable impact of the pandemic.
2. Supporting the implementation of testing, tracing and isolation of local residents with support through practical and financial assistance.
3. Working with UK Health Security Agency and other specialist partners in the management of outbreaks and instituting local control measures as they may be required.
4. Supporting the roll out of the NHS COVID-19 vaccination programme, with a focus on tackling vaccine hesitancy and underserved groups.
5. Managing a single point of contact for the exchange, management and interpretation of intelligence and other epidemiological evidence with local, regional and national assets.
6. Providing appropriately governed assurance and oversight of how the pandemic is handled in Southwark to local, regional and national stakeholders.
7. Using lessons from the pandemic to inform the recovery process and to strengthen local approaches to tackling health inequalities.

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# The national Plan B was instituted on 8 December, in response to the emergence of the Omicron variant

## THE GLOBAL PANDEMIC

**The novel coronavirus (SARS-CoV-2) was first reported in December 2019 in Wuhan, China with the first case of COVID-19 reported in the United Kingdom in late January 2020.**

- Since March 2020 Central government has instituted a series of measures to combat the pandemic, including a series of 'lockdowns' for all-but-essential functions. As of July 2021 these constraints were relaxed as the impact of the national COVID-19 vaccination programme was realised.
- Local government has been involved in the acute response to the pandemic since the beginning, in particular by providing relief to individuals at higher risk of disease, by enabling supply of personal protective equipment (PPE) and in granting financial relief to small businesses.
- Local Directors of Public Health were instructed by HM Government to establish local outbreak control plans by the end of June 2020, along with a range of other new duties which included overseeing testing in care homes and leading the local implementation of the national contact tracing programme (NHS Test and Trace).
- In April 2021 the NHS re-designed its arrangement of Clinical Commissioning Groups (CCGs), with NHS South East London CCG taking over the responsibilities of NHS Southwark CCG.
- Public Health England was abolished at the end of September 2021 with the creation of the new UK Health Security Agency (UKHSA) and the Office of Health Improvement and Disparities (OHID) with remainder Public Health functions transferred to other agencies. The UKHSA organisation brings together the previous Health Protection functions of Public Health England, the Joint Biosecurity Centre and NHS Test and Trace.
- Central government funding has been allocated through to March 2022 for upper tier local authorities in England to support the public health efforts and partnership approaches relating to supporting local test and trace arrangements and the implementation of the local OPCP including engagement, communications, enforcement and welfare support.
- Central government instituted the national "Plan B" on 8 December 2021 in response to the emergence of the Omicron variant of concern. The Mayor of London, Sadiq Khan, declared a major incident on 18 December 2021 in response the proliferation of Omicron cases in the capital.

# Local government possessed responsibilities and powers for health protection prior to the pandemic

## LEGISLATIVE AND ORGANISATIONAL CONTEXT (1 OF 2)

The legal basis for managing outbreaks of communicable disease (pre-pandemic) is spread across several pieces of primary and secondary legislation, with the associated responsibilities split across a number of organisations and professional groups.

Legislation	Responsibilities	Organisations and professions
The Public Health (Control of Disease) Act 1984	Gives public authorities powers and duties to prevent and control risks to human health from infection or contamination	Local Authority Environmental Health Officers
Civil Contingencies Act, 2004	Sets out the responsibilities of different agencies in responding to major incidents	NHS organisations, local government and Public Health England
Health Protection Regulation, 2010	Provides Local Authorities with flexible powers to deal with emergencies or incidents where infection or contamination present or could present a significant risk to human health. Some powers can be exercised by Justices of the Peace (JPs) only.	Local Authority Environmental Health Team.
Health and Social Care Act, 2012	Requires LAs to appoint a Director of Public Health and to exercise functions in relation to planning for and responding to emergencies that present a risk to public health.	Creation of Public Health England and NHS Clinical Commissioning Groups; move of local Directors of Public Health to local government

# New legislation confers additional powers and prepares the way for a new legal basis for local control measures

## LEGISLATIVE AND ORGANISATIONAL CONTEXT (2 OF 2)

Since October 2021 the UK Health Security Agency has taken over as the national and regional lead for Health Protection, subsuming the functions previously held by Public Health England, the Joint Biosecurity Centre and NHS Test and Trace.

### **The Coronavirus Act 2020**

- The Coronavirus Act was brought forward as emergency legislation designed to facilitate a range of cross-government activity in a time of emergency. Within the Act new powers were created for the investigation, isolation and testing of persons suspected of being infected, with roles for both police and public health officers. A number of items of secondary legislation relating to Tiers, international travel, face coverings, restrictions, self isolation and local authority enforcement powers have also been implemented.
- Locally there is a close working partnership between the Council's Regulatory Services, Community Wardens, Public Health and the Police to tackle any enforcement concerns.
- Several sections of the Act were revoked on 17 July 2021 as constraints were relaxed.
- However, The Health Protection (Coronavirus, Restrictions) (England) (No. 3) Regulations 2020 (known as "The Number 3 Regulations") remain in-place and include powers for LAs to close individual premises, close public outdoor places and restrict events with immediate effect if they conclude it is necessary and proportionate to do so, in order to respond to a serious and imminent threat to public health and control the transmission of COVID-19 in its area.

### **The Health Security (EU Exit) Regulations 2021**

- Laid before the House on 7 June 2021, and coming into effect from 1 September 2021, this statutory instrument establishes a new health security regime that supersedes the previous arrangement relating to the European Union.
- The instrument also sets out revised framework for communicable disease control (including notifiable diseases) and describes an emerging framework of UK health security to be coordinated by the UK Health Security Agency.

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# The focus of our OPCP has been reviewed in light of emerging national guidance and expectations

## REFRESHED PRIORITIES

The Cabinet Office released the [COVID-19 Response - Autumn and Winter Plan 2021](#) on 14 September 2021. This policy paper set out a number of objectives relating to pharmaceutical counter-measures, test-trace-isolate, supporting NHS and social care, health literacy and global action. The plan also sets out a “Plan A” but reserved the right to institute elements of its more assertive “Plan B” should the need arise. The national move to Plan B was announced on 8 December 2021 in response to the emergence of the Omicron variant of concern. Accordingly, Southwark will continue to consider how, as a local system leader, we can contribute to the nationally-set policy objectives while protecting and improving the health of our local residents and communities.

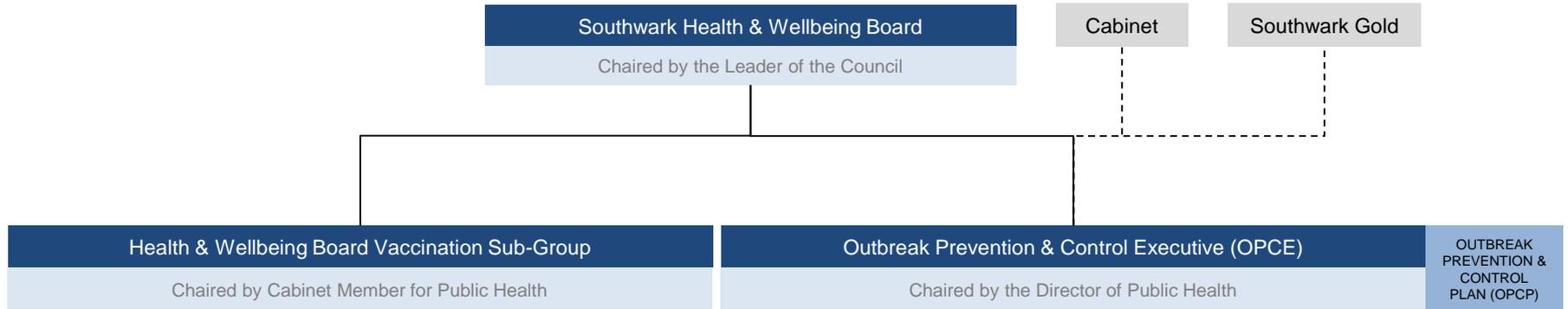
A revised [Contain Framework](#) for local decision-makers was published on 7 October 2021. It set out how national, regional and local partners should continue to work with each other, the public, businesses, and other partners in their communities to prevent, manage and contain outbreaks of coronavirus. The framework describes:

- the roles and responsibilities of local authorities and local system partners, and the support local authorities can expect from regional and national teams, as well as the decision-making and incident response structures
- the core components of the COVID-19 response across the spectrum of outbreak prevention and management, including to variants
- the requirements of local authorities on the continued COVID-19 response, as well as how this should be factored into local outbreak management plans (in Southwark, the OPCP).

# The OPCP will be held by the Outbreak Prevention and Control Executive (OPCE)

## GOVERNANCE

The development and implementation of the Outbreak Prevention and Control Plan (OPCP) is led by the Director of Public Health and subject to oversight by the Health and Wellbeing Board chaired by the Leader of the Council.



The Outbreak Prevention and Control Executive (OPCE) has met fortnightly since Summer 2020 and brings together senior-level staff from across Southwark Council, NHS and other partners. The OPCE is responsible for implementing the OPCP including advising major control measures such as local lockdowns. The Vaccination Sub Board brings together key partners to tackle challenges to vaccine take up, rapid roll out and emerging national policy including the expansion of eligibility across age groups and roll out of booster vaccinations.

# Southwark's Health and Wellbeing Board provides member-led oversight

## OVERSIGHT

### Membership and Leadership

The Health and Wellbeing Board is chaired by the Leader of the Council. The membership includes the Cabinet leads for public health, community safety, education, children and adult social care, and senior officers of the Council, local NHS Trusts and the VCS.

### Oversight function

- Receive and review reports on activity and decisions from the Outbreak Prevention and Control Executive (OPCE) relating to the implementation of the Outbreak Prevention and Control Plan (OPCP) and stakeholder engagement.
- Provide feedback to the OPCE and the work programmes OPCE supervises within the scope of the OPCP.
- Provide assurance back to the Health and Wellbeing Board and Cabinet, and in so doing, the public that we serve.

### Frequency

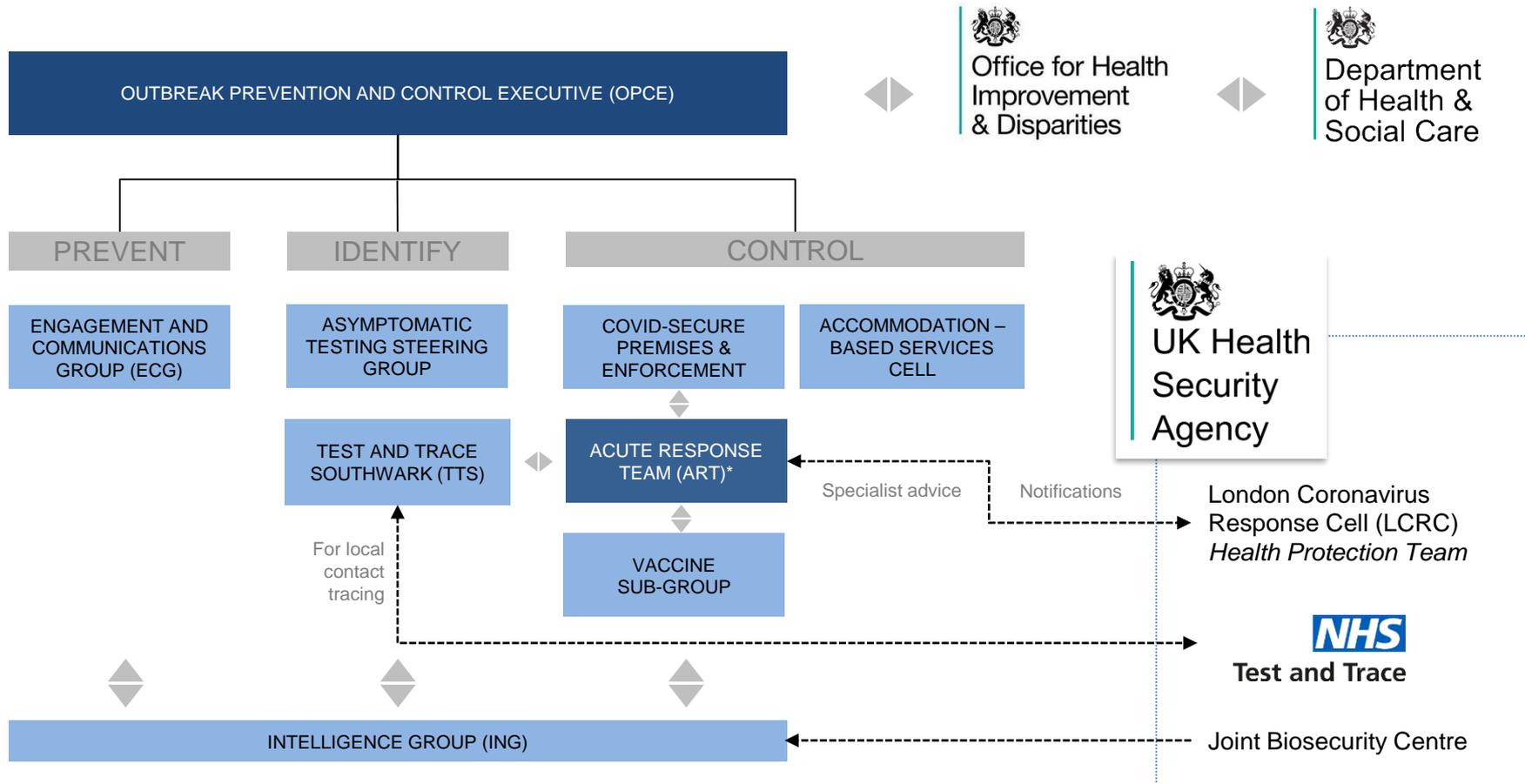
- Health and Wellbeing Board meets every 6-8 weeks
- Outbreak Prevention and Control Executive meets every 2 weeks
- The Vaccine Sub Group meets fortnightly.

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# The OPCE oversees eight operational groups which scale and provide mutual aid as needs arise

## OPERATIONAL APPROACH



The Acute Response Team (publichealth@ inbox) operates five-days-per-week (with the option to return to seven-day working if required) and with escalation to a consultant where necessary.

■ Operational teams / groups

\* - The Acute Response Team (ART) will convene an Incident Management Team (IMT) where needed.

# Southwark is working hard to coordinate activity across key partners, and collaborating with stakeholders

## COLLABORATIVE WORKING



Key partners



Wider stakeholders:  
Southwark, SE London and London



Care home and domiciliary care providers



Schools



NHS provider partners



Other communities of geography and of interest



Voluntary sector



Transport infrastructure and partners

A framework for joint working and shared protocols between the UKHSA London Coronavirus Response Centre (LCRC) and the public health structures in London Local Authorities (LAs) for managing COVID-19 outbreaks, complex settings and community clusters is being agreed.

The LCRC group will remain the source of specialist and there will continue to be close operational working between LCRC and Southwark's public health division in managing cases and outbreaks.

# We adopt a low threshold for taking preventive or anticipatory action, based on available capacity

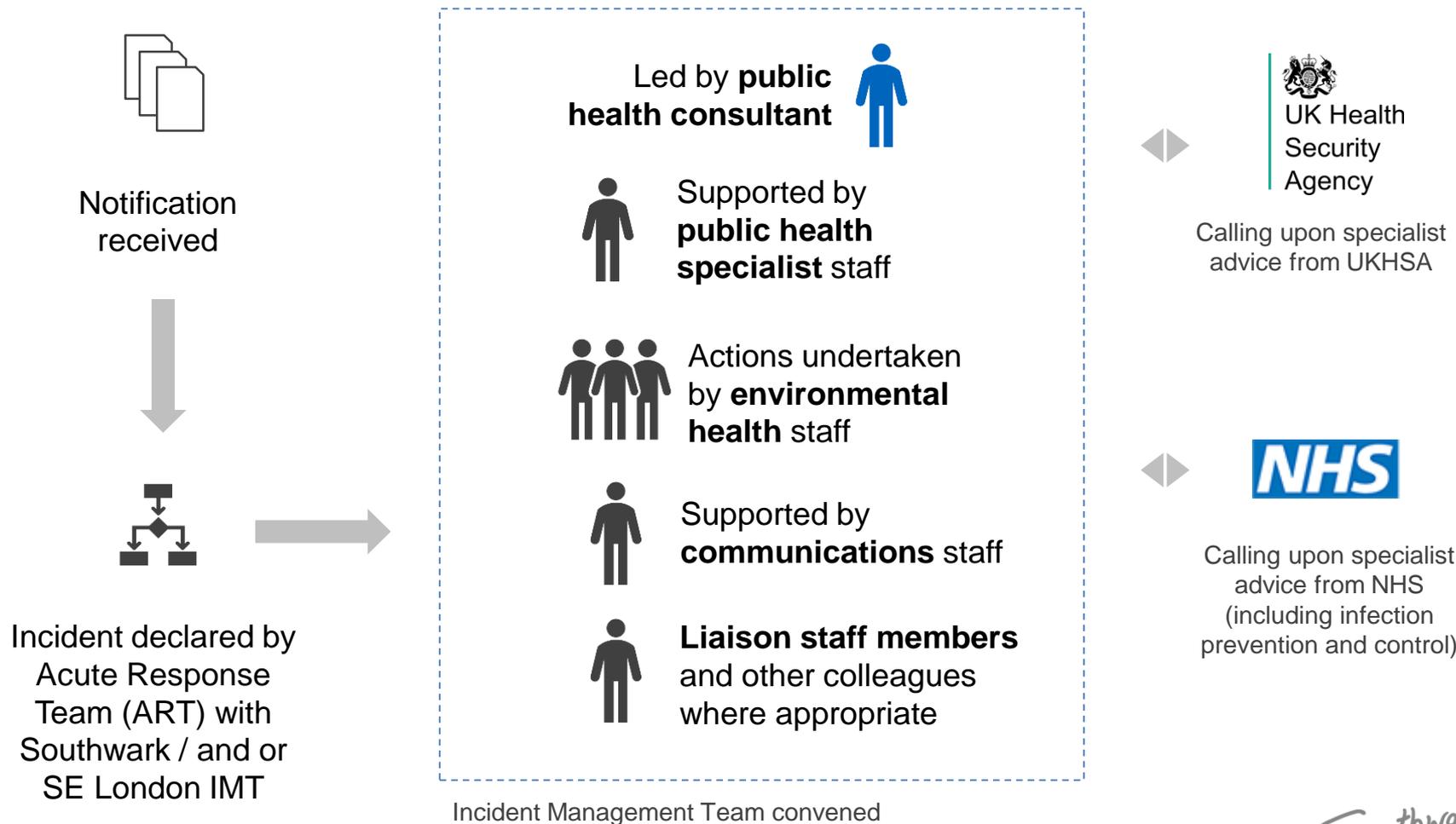
## TRIGGERS & CONTEXTS

Community outbreaks and clusters are defined as **an increase in cases above expected or two or more cases linked by time, place or person.**

- Community clusters are identified by Southwark's local surveillance, notification or from UKHSA LCRC: a number of positive tests in a locality or a common site or activity; or symptoms of COVID-19 / requests for tests from a number of people in a locality or a common site or activity.
- Community settings include workplaces, community halls and spaces, faith groups, shops and places of entertainment (including food premises).
- Appendix 1 sets out the division of leadership responsibilities between Southwark and UKHSA.
- Appendix 2 sets out the process for outbreak identification and rapid response
- Appendix 3 sets out the response to Variants of Concern (VOC)

# The Acute Response Team review notifications and act to institute control measures where necessary

## INCIDENT MANAGEMENT



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# ACTION PLAN: PREVENTION

Outbreak Prevention Control Plan	
<b>Mission &amp; objectives</b>	Prevent transmission with a focus on communities most at risk.
<b>Priority activities &amp; deliverables</b>	<ul style="list-style-type: none"> <li>▪ Continued adherence to public health advice, including non-pharmaceutical interventions to prevent the spread of variants including Delta and Omicron</li> <li>▪ Supporting COVID-secure businesses, settings and public areas, including enforcement.</li> <li>▪ Continuing community engagement and communications with communities most impacted:               <ul style="list-style-type: none"> <li>- Leverage our expansive network of community champions including Community Ambassador programme to target COVID prevention communications</li> <li>- Monitor the impact of our communications, and adapting our plans and approach accordingly</li> <li>- Continue to help treat and prevent chronic conditions in the most affected groups, and support to reduce this inequality in the long run.</li> <li>- Support existing PH initiatives and messages to make sure we focus on social determinants of health to avoid widening inequality.</li> <li>- Support the integration of health and social care which provides an opportunity to create a structured, coordinated, and strategic community support approach for people with single or multi-illness and their caregivers.</li> </ul> </li> </ul>
<b>Resourcing</b>	Chaired by the Director of Public Health, with senior level membership including (but not limited to) Director of Commissioning, Director of Education, Director of Children's' Services and NHS Borough Director, Consultant (Health Protection), Director of Communities, Head of Communications and VCS.
<b>Rhythm and reporting</b>	Fortnightly meeting Reports regularly to the OPCE and Health and Wellbeing Board.

# ACTION PLAN: TEST, TRACE AND ISOLATE

Outbreak Prevention Control Plan	
<b>Mission &amp; objectives</b>	<p><b>Embed testing behaviours across the community and within settings and support cases and contacts to self isolate. Our objectives align with the London Testing Strategy (Appendix 5)</b></p> <ul style="list-style-type: none"> <li>▪ To find people who have the virus, trace their contacts and ensure both self-isolate to prevent onward spread</li> <li>▪ Surveillance, including identification of new variants</li> <li>▪ To investigate and manage outbreaks</li> <li>▪ To facilitate safe economic activity</li> </ul>
<b>Priority activities &amp; deliverables</b>	<p><b>Testing</b></p> <ul style="list-style-type: none"> <li>▪ Scaling up asymptomatic testing in Southwark through combination of mass testing centres, high street pharmacy provision and community collect, prioritising where transmission risk is higher.</li> <li>▪ Adapting the testing offer to target hard-to-reach groups drawing on community engagement and communications campaigns that resonate and bringing testing closer to Southwark residents.</li> <li>▪ Optimising testing capacity in partnership with DHSC to flexibly respond to local need.</li> </ul> <p><b>Contact tracing</b></p> <ul style="list-style-type: none"> <li>▪ The continued development and enhancement of Test and Trace Southwark's effectiveness as a collaboration of Public Health, Call Centre, Housing and Regulatory Services staff.</li> <li>▪ Expansion of welfare and other support to facilitate greater adherence to isolation advice across people in Southwark</li> <li>▪ Appendix 4 sets out the test and trace flow process in more detail and Appendix 6 Inclusion Health</li> </ul>
<b>Resourcing</b>	<p>Chaired by a public health specialist with leadership shared jointly between Communications and Community Engagement. Additional communications capacity has been requested in the TTS Business Case. Asymptomatic testing steering group and programme management.</p>
<b>Rhythm and reporting</b>	<p>TTS-DG Test and Trace Southwark Delivery Group (fortnightly) Weekly Asymptomatic Testing Steering Group (and less frequent stakeholder meetings)</p>

# ACTION PLAN: OUTBREAK AND VARIANT CONTROL

	Outbreak Prevention Control Plan
<b>Mission &amp; objectives</b>	<p><b>Working with UKHSA and the NHS, deliver a specialist response (including infection prevention and control and health protection advice) that proactively identifies and manages outbreaks.</b></p> <ul style="list-style-type: none"> <li>▪ Dynamically identify, characterise and respond to specific risks arising in communities and settings and work with them to mitigate these risks.</li> <li>▪ Work with local community groups to provide guidance and capacity building across Southwark's statutory, voluntary and private sector.</li> <li>▪ Work with business premises to ensure COVID-19 biosecurity where viable and respond to enforcement issues where a legal basis permits.</li> </ul>
<b>Priority activities &amp; deliverables</b>	<ul style="list-style-type: none"> <li>• Ensure there is capacity to investigate and manage VOC/VUI cases and contacts as necessary</li> <li>• Establish and lead IMT to investigate and manage <b>VOCs/VUIs</b> cases and clusters with enhanced case and contact tracing, and targeted testing (community or setting focussed) including surge testing where required. Appendix 3 sets out the more detailed response to VOC/VUI</li> <li>• Continue to provide local support to settings in <b>managing cases, clusters and outbreaks</b>, supporting regional health protection infrastructures.</li> <li>• Provide local support to ensure workplaces and public areas are COVID secure, with <b>regulatory and enforcement action</b> as necessary.</li> <li>• Provide expert oversight, advice and assurance of pandemic prevention and outbreak for care home, care at home and supported living through the Accommodation Based Services cell (ABSC). The ABSC will be jointly chaired by Public Health and Adult Social Care.</li> </ul>
<b>Resourcing</b>	Led by a public health consultant with operational resource coming from Public Health, Regulatory Services and NHS infection prevention and control.
<b>Rhythm and reporting</b>	Weekly operational meeting. Reports regularly to OPCE.

# ACTION PLAN: SUPPORTING NHS VACCINATION PROGRAMME

	Outbreak Prevention Control Plan
<b>Mission &amp; objectives</b>	<p><b>Support the implementation of the NHS COVID-19 vaccination programme by working across partners and communities to ensure equitable take up.</b></p> <ul style="list-style-type: none"> <li>▪ Residents understand the risks that COVID-19 poses to themselves, their families and their community.</li> <li>▪ Residents have confidence that the vaccine is safe and effective.</li> <li>▪ Being vaccinated is made as easy as possible for all residents.</li> <li>▪ Communities and residents feel empowered by engagement approaches and lead on and have participation in shaping communications about the vaccine.</li> <li>▪ Information gaps are filled and misinformation is corrected in an accessible way to all communities.</li> <li>▪ The programme reduces inequalities in vaccine coverage.</li> </ul>
<b>Priority activities &amp; deliverables</b>	<ul style="list-style-type: none"> <li>▪ Reducing inequalities of access, including a comprehensive programme of outreach to provide and promote vaccination in communities with low uptake</li> <li>▪ Community engagement and communications to address vaccine hesitancy.</li> <li>▪ Using vaccine uptake data to shape our approach and ensure robust roll-out of the booster campaign(s)</li> <li>▪ Supporting programme delivery, call and recall to increase uptake and reduce inequality in uptake.</li> <li>▪ Training and capacity development.</li> </ul>
<b>Links</b>	<p>Borough Vaccination Delivery Plan            Vaccination Strategy            Communications and Engagement</p>
<b>Rhythm and reporting</b>	<p>Weekly operational meeting            Fortnightly Strategy Coordination Group            Reports regularly to OPCE and Health and Wellbeing Vaccination Sub Board</p>

# ACTION PLAN: INTELLIGENCE GROUP

	Outbreak Prevention Control Plan
Objectives	<p><b>Support an intelligence and evidence guided response to COVID-19 within the borough through the development of a hub for intelligence and epidemiology relating to the outbreak.</b></p> <ul style="list-style-type: none"> <li>Establish operating procedures for the flow and management of information relevant to managing COVID-19 testing, cases, outbreaks and vaccination in the borough.</li> <li>Identify key monitoring indicators and escalation criteria for reporting to OPCE, HWB, Gold &amp; SE London.</li> <li>Coordinate and respond to queries relating to intelligence and epidemiology.</li> <li>Continue to provide analytical support to the pillars of the outbreak control plan.</li> </ul>
Priority activities & deliverables	<ul style="list-style-type: none"> <li>Ensure timely testing data is available to stakeholders and work with the Acute Response hub to identify lower uptake of testing and prioritise areas for intervention.</li> <li>Support the analysis of vaccination uptake data to ensure stakeholders can identify and prioritise areas and groups with lower uptake.</li> <li>Identify key risk sites within the borough including schools, care homes and other venues.</li> <li>Continue to monitor acute impact of COVID-19 on different population groups and communities wherever possible.</li> </ul>
Resourcing	Led by the Head of Public Health Intelligence with operational resource coming from the Public Health Knowledge & Intelligence Team and wider Public Health Division.
Rhythm and reporting	Daily operational meeting. Reports regularly to: Lead Member Briefing, Cabinet & Gold, OPCE, Health & Wellbeing Board, Health & Wellbeing Board Vaccination Sub-Group, Vaccination Coordination Group, Communication & Engagement Group.

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# A range of evaluation methodologies will continue to be deployed throughout the OPCP implementation

## MONITORING AND EVALUATION APPROACH

### **Formative evaluation and our approach to learning**

- A rolling cycle of quality improvement has been initiated by thematic and action plan areas with the whole system OPCP evaluation and learning event taking place in January 2021.
- Additional work is now being undertaken to explore and improve the operations in both ART and TTS.
- A Logical Framework approach to the OPCP's evaluation has been developed to align the monitoring and evaluation work across elements of the plan.
- Lessons are being shared with participation in the London Good Practice Networks.

### **Corporate governance and reporting**

- Narrative, output and outcome milestones for the Outbreak Prevention and Control Plan have been proposed for the new Council Plan.
- A minimum dataset for recording and monitoring performance has been developed with the Intelligence Group. This enables on-going performance reporting to OPCE, Cabinet, Health and Wellbeing Board and other governance groups. Various themes have also been considered by Overview and Scrutiny.

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# The OPCE will continue to adapt the OPCR to ensure it best reflects the context, evidence and guidance

## FEEDBACK AND CONTACT

**Despite the current vaccine roll-out, it is likely that population-level control measures will require continual adjustment and will include testing, tracing, NPI (non pharmaceutical interventions), enforcement and strong communications and community engagement**

- Enacting local control measures is critical to enabling as much of the population to go about their usual business and interactions as possible.
- The broader economic and societal implications of the pandemic and its control measures will be experienced for many years into the future.

Throughout this we must carefully monitor inequalities arising immediately, and anticipate inequalities likely to arise in the future. Creating a fairer and more equal society is an opportunity that this pandemic poses.

**The Outbreak Prevention and Control Executive welcomes all parties in supporting and contributing to our collective effort amidst this challenging time.**

**We welcome your comments and your feedback at [publichealth@southwark.gov.uk](mailto:publichealth@southwark.gov.uk).**

# Southwark's Outbreak Prevention and Control Plan (OPCP)

## Appendices

Southwark Public Health Division  
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# List of appendices

**Additional information is provided in the following appendices**

Appendix 1: Outbreak arrangements

Southwark, London & national arrangements

LCRC arrangements

Appendix 2: Outbreak identification & rapid response flow process

Appendix 3: Responding to variants of concern (VOC)

Appendix 4: Test and Trace Southwark – flow process

Appendix 5: London Testing Strategy

Appendix 6: Inclusion health

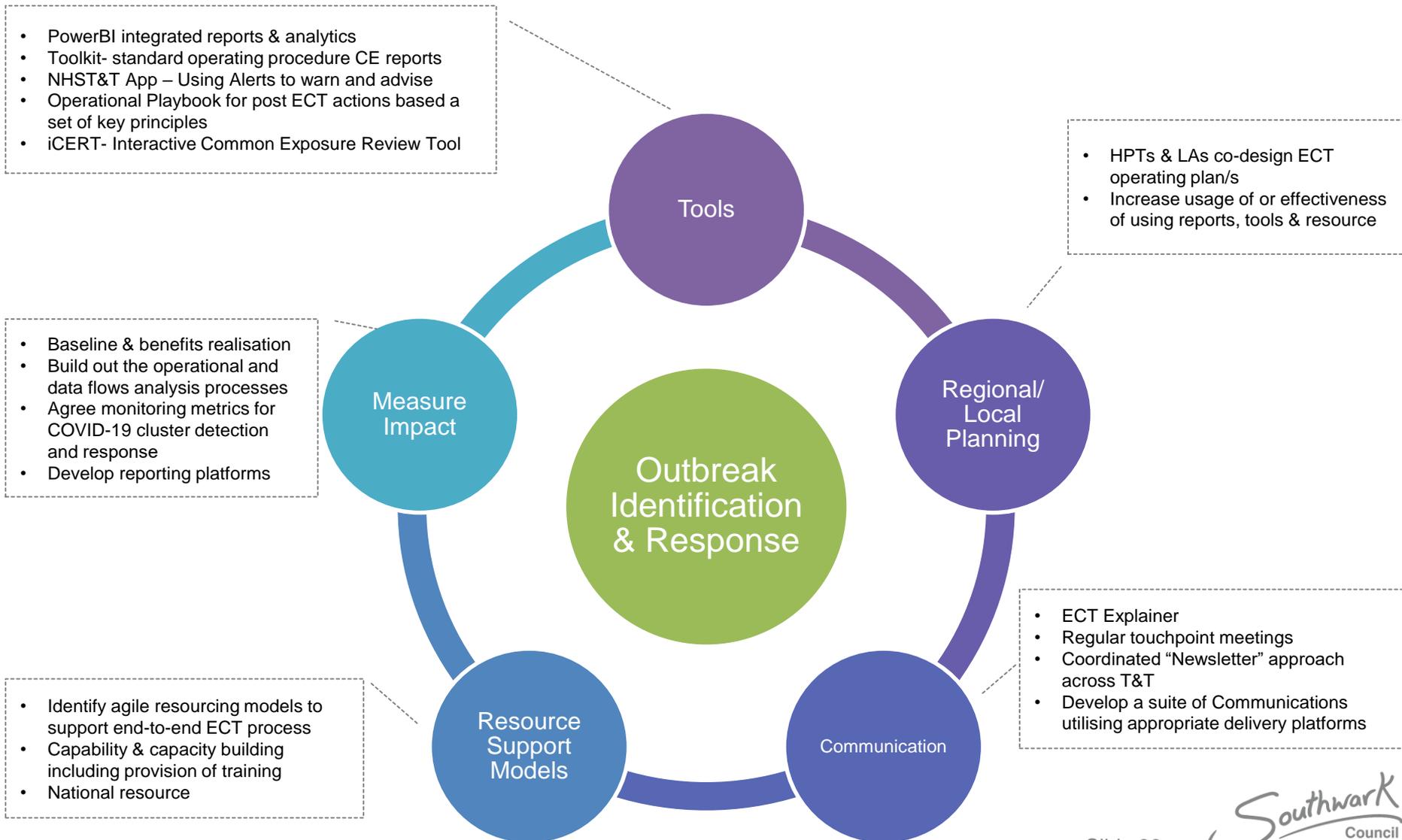
# Appendix 1: Southwark, London and national roles

Level	Place-based leadership	Public health leadership
<b>Southwark</b>	<p>Local Authority Chief Executive, in partnership with Director of Public Health and UKHSA SLHPT to:</p> <ul style="list-style-type: none"> <li>Sign off the Outbreak Management Plan led by the DPH</li> <li>Bring in wider statutory duties of the LA (e.g. DASS, DCS, CEHO) and multi-agency intelligence as needed</li> <li>Hold the Member-Led Covid-19 Engagement Board (or other chosen local structure)</li> </ul>	<p>DPH with the UKHSA SLHPT together to:</p> <ul style="list-style-type: none"> <li>Produce and update the Outbreak Management Plan and engage partners (DPH Lead)</li> <li>Review the data on testing and tracing and Vaccine uptake data</li> <li>Manage specific outbreaks through the outbreak management teams including rapid deployment of testing</li> <li>Provide local intelligence to and from LA and UKHSA to inform tracing activity</li> <li>DPH Convenes DPH-Led COVID-19 Health Protection Board (a regular meeting that looks at the outbreak management and epidemiological trends in the place )</li> <li>Ensure links to LRF/SCG</li> </ul>
<b>London</b>	<p>Regional team (UKHSA, OHID, London councils and ADPH lead)</p> <ul style="list-style-type: none"> <li>Support localities when required when required on outbreaks or specific cases or enduring transmission or substantial cross-boundary</li> <li>Engage NHS Regional Director and ICSs</li> <li>Link with Combined Authorities and LRF/SCGs</li> <li>Have an overview of risks issues and pressures across the region especially cross-boundary issues</li> </ul>	<p>OHID Regional Director with the ADPH Regional lead together</p> <ul style="list-style-type: none"> <li>Oversight of the all contain activity, epidemiology and Health Protection issues across the region including vaccine uptake</li> <li>Sector-led improvement to share improvement and learning</li> <li>Liaison with the national level</li> </ul>
<b>England</b>	<p>Contain SRO and UKHSA Director of Health Protection</p> <ul style="list-style-type: none"> <li>National oversight for wider place</li> <li>Link into Joint Biosecurity Centre especially on the wider intelligence and data sources</li> </ul>	<p>UKHSA Director of Health Protection (including engagement with CMO)</p> <ul style="list-style-type: none"> <li>National oversight identifying sector specific and cross-regional issues that need to be considered</li> <li>Specialist scientific issues e.g. Genome Sequencing</li> <li>Epidemiological data feed and specialist advice into Joint Biosecurity Centre</li> </ul>

# LCRC – Southwark Response

	Southwark Council Public Health	UKHSA LCRC and South London Health Protection Team
<b>Case and contact investigation management</b>	<ul style="list-style-type: none"> <li>Receive notifications of cases via national test and trace route</li> <li>Investigate and manage cases and contacts as per local SOPs</li> <li>Escalate to LCRC/HPT if meets criteria as agreed in national test and trace protocols</li> <li>Provide support packages as required</li> </ul>	<ul style="list-style-type: none"> <li>Receive notifications of cases via clinical leads / local authority leads if meet the criteria as agreed in national test and trace protocols</li> <li>Investigate and manage high risk cases and contacts as per local SOPs</li> </ul>
<b>VOCs (or other cases of concern)</b>	<ul style="list-style-type: none"> <li>Investigate and manage VOC/VUI etc cases and contacts – at present those lost to follow up</li> <li>Establish and lead IMT to investigate and manage VOCs/VUIs cases and clusters with enhanced case and contact tracing, and targeted testing (community or setting focussed) including surge testing</li> </ul>	<ul style="list-style-type: none"> <li>Investigate and manage initially VOC/VUI etc cases and contacts as per local SOPs</li> <li>Liaise with LA contact tracing for help with no contact cases</li> <li>Investigate and manage any identified settings</li> <li>Advise and support LA IMT to investigate and manage VOCs/VUIs cases and clusters with enhanced case and contact tracing, and targeted testing (community or setting focussed) including surge testing</li> </ul>
<b>Enhanced contact tracing (Cluster) investigation and management</b>	<ul style="list-style-type: none"> <li>Investigate, identify priority clusters</li> <li>Manage clusters as per relevant settings SOPs</li> <li>Chair IMTs if required</li> </ul>	<ul style="list-style-type: none"> <li>Overview of cluster identification and management</li> <li>Overview management of priority settings</li> <li>Attend IMTs if required</li> </ul>
<b>Settings (care homes workplaces, schools, ports, prisons, homeless etc)</b>	<ul style="list-style-type: none"> <li>Receive notification of cases and clusters via a number of different routes</li> <li>Investigate and manage cases and clusters in settings.</li> <li>Provide advice and support around contact tracing, isolation, infection control practices, COVID safe environments and testing etc including written resources.</li> <li>Chair IMTs if required</li> <li>Develop and provide communications to stakeholders</li> <li>Liaise with the ICS, GPs and other healthcare providers to provide ongoing healthcare support to setting</li> </ul>	<ul style="list-style-type: none"> <li>Receive notification of cases and clusters via a number of different routes</li> <li>Overview and investigate and manage cases and clusters in high priority settings</li> <li>Review and update resources</li> <li>Provide advice and support around contact tracing, isolation, infection control practices, COVID safe environments and testing etc including written resources.</li> <li>Attend IMT if required</li> <li>Develop and provide communications to stakeholders</li> <li>Liaise with the ICS, GPs and other healthcare providers to provide ongoing public health support to setting</li> </ul>

# Appendix 2: Outbreak Identification and Rapid Response Framework



# Appendix 3: Responding to Variants of Concern (VoCs)

Mutations and variants of the Covid-19 virus can present a significant risk. As well as potentially being more transmissible and leading to more severe clinical consequences for individuals, mutations also present the possibility for Covid-19 variants to more effectively bypass naturally acquired immunity and/or reduce the effectiveness of current vaccines and therapeutics

Local Authorities, alongside and with the support of UKHSA and OHID at regional and national levels, have a key role to play in the investigation, management and control of COVID-19 variants designated as 'Variants of Concern' or VOCs. The overarching purpose is to restrict the widespread growth of VOCs in the population by:

- 1. detecting, tracing and isolating cases to drive down overall community transmission, and**
- 2. case finding additional VOC cases through whole genome sequencing to help assess the risk of community transmission and determine what further interventions and actions are necessary to contain the variant.**

All local authorities need to be prepared to quickly mobilise a suite of appropriate measures if a VOC is identified in their Borough, including local "surge" testing, and complemented by action to trace contacts and isolate cases as part of a wider strategy to control overall transmission.

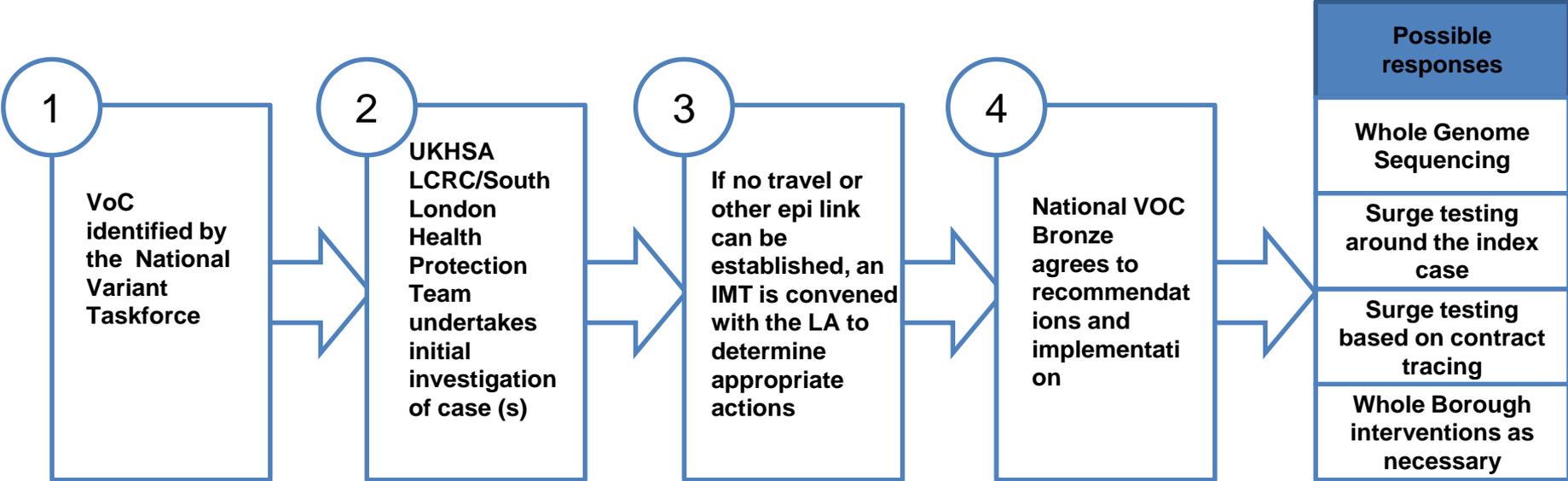
Following the identification of a VOC, UKHSA London's Coronavirus Response Cell (LCRC) will conduct the initial investigation to gather additional information, complete a minimum data set and establish whether there are epidemiological links to countries of concern. Those VOCs without an epidemiological link will require wider investigation and response, and this will be determined jointly between the Local Authority, on the advice of the DPH, and UKHSA South London Health Protection Team.

The combination, scale and focus of the tools deployed to investigate and control VOCs will be locally led, informed by the data and risk assessment, current epidemiology, knowledge of the local community and grounded in health protection principles and specialist health protection advice. Plans will need to be flexible and adaptable to different circumstances, such as the geography, communities or settings in scope.

The planned local response to a VOC(s) will need to be reviewed and supported by UKHSA National VOC Bronze to ensure the response is appropriate to the assessed risk and, critically, that the national support required for implementation of the plan (e.g. whole genome sequencing, surge PCR testing) can be mobilised within available national capacity.

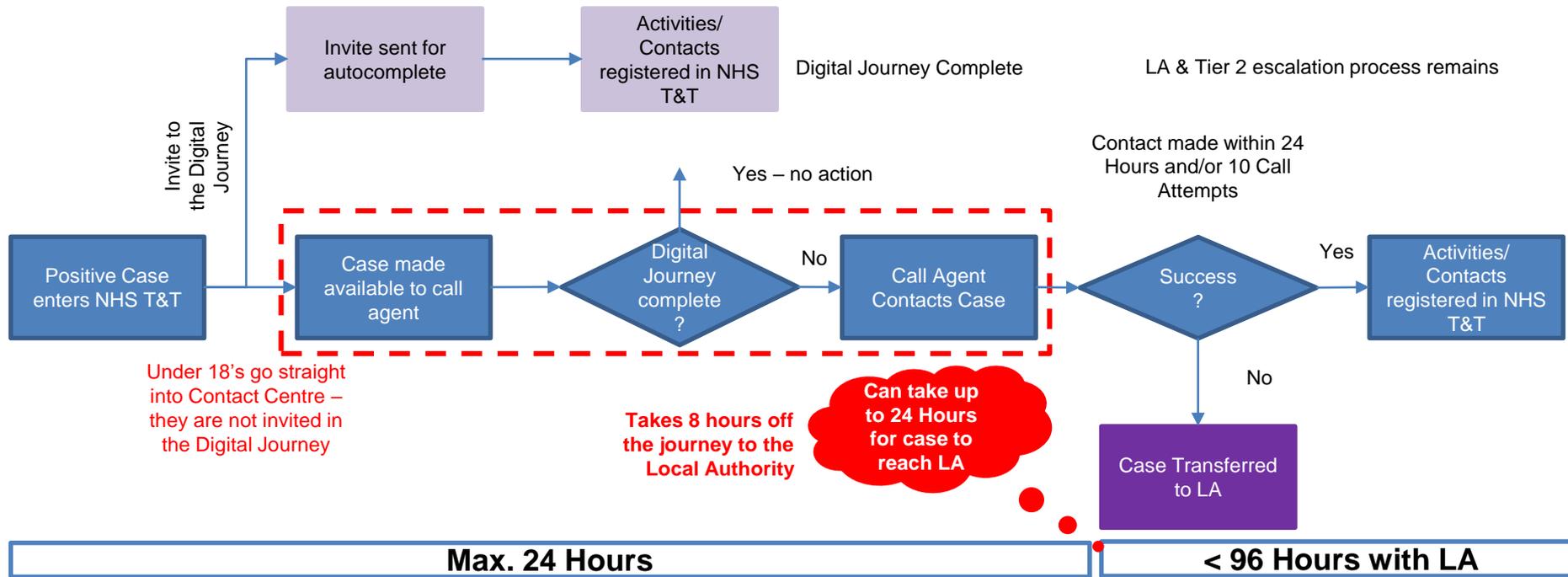
**The figure overleaf gives a high level representation of this process, and describes the measures and interventions that boroughs should consider deploying as part of their local VOC response.**

# Responding to Variants of Concern (VoCs)



# Appendix 4: Test & Trace Southwark (TTS): Local Contact Tracing Partnerships

## PROCESS FLOW



### In the new process:

- The Index Case record is made available to the National Contact Centre at the same time as the first invite is sent for the Digital Journey
- Call agents will be required to check if the Index Case has completed the digital journey before contacting the case.
- If contact is not made within 24 hours and/or 10 call attempts the Index Case is transferred to the Local Authority.

New process introduced from 1 March 2021

# Enhanced Contact Tracing



**Support  
levers**

- Improved Common Exposure Reports
- Postcode Incidence Reports
- ICert
- Toolkit
- Training to interpret reports
- Toolkit training
- National Resource - Local Based Contact Tracers
- National Resource - Local Based Health Professionals
- Mobile Testing Units
- Postcode push-Home Channel
- Regular touchpoint meetings and Comms
- National Resource - Local Based Contact Tracers
- Capability and capacity building
- National Resource - Local Based Contact Tracers

# Appendix 5a: London Testing Strategy

## AIMS AND PURPOSE OF TESTING

- To **find** people who have the virus, trace their contacts and ensure both self-isolate to **prevent onward spread**
- **Surveillance**, including identification for vaccine-evasive disease and new strains
- To investigate and **manage** outbreaks
- To **enable** safer re-opening of the economy

### Pillar 1 (NHS Settings)

PCR swab testing and LFD antigen testing in PHE and NHS labs (RT-qPCR, LAMP & quicker testing)

- Symptomatic patients that arrive in a hospital setting
- Asymptomatic patients to support infection prevention & control e.g. elective care, inpatient care, mental health, maternity and discharge planning
- Symptomatic NHS frontline staff and in an outbreak situation and household members
- Routine testing of asymptomatic NHS staff and contractors
- Intermittent testing of non-symptomatic NHS staff e.g. as part of SIREN study

### Pillar 2 (Mass Population/Community)

Mass symptomatic PCR swab testing (RT-qPCR) and asymptomatic VOC surge testing

- 5 Drive-thru Regional Test Sites
- 28 MTUs and 8 reserves available across London for routine testing and surge capacity deployment
- 86 LTS across 32 Boroughs
- Home Testing Kits
- Regular whole care home asymptomatic testing; weekly for staff, every 4 weeks for residents
- CQC-registered domiciliary care provider weekly staff testing

### Pillar 2 (Mass Population/Community)

**Asymptomatic** rapid antigen testing (Lateral Flow Device tests)

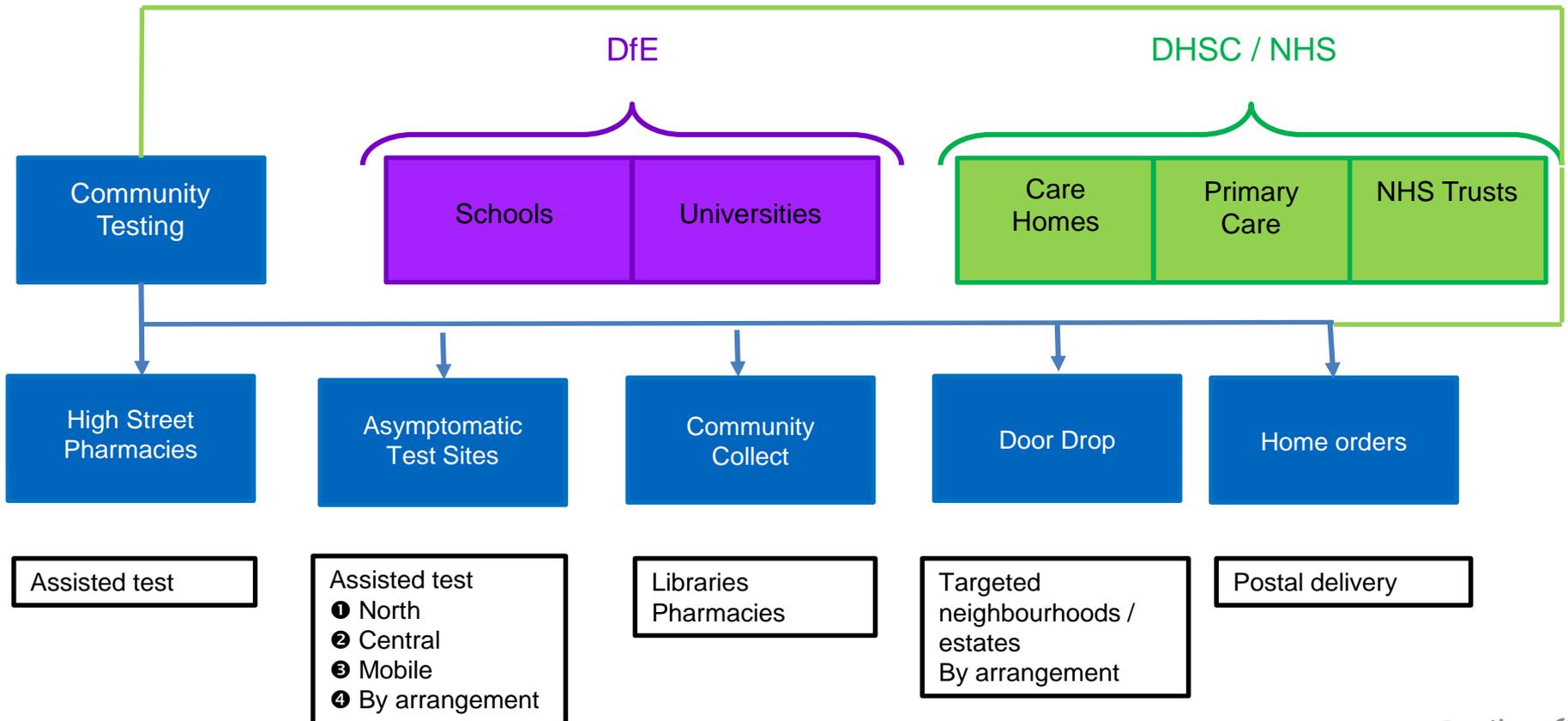
- LFD tests delivered through 1,239 asymptomatic testing sites
  - New Community Collect programme launches 1 March
  - Focus first on parents and bubbles of secondary school children
- Other settings:**
- National pilots/programmes
  - Workplaces
  - FE students
  - NHS staff
  - Private sector testing
  - Adult social care: visitors, visiting professionals, rapid outbreak testing, domiciliary care, extra Care and supported living, and personal assistants employed by someone who needs care

# Appendix 5b: Southwark Lateral Flow Testing

## Targeted use of rapid LFD testing:

- Locations with higher prevalence/ evidence of infection rates in Southwark.
- Key and essential workers including council staff, teachers, local businesses and retailers, busy / crowded areas

- Under vaccinated neighborhoods and communities
- Areas where is there under testing
- Outbreak management / break the chain of ongoing transmission



# Appendix 6: Inclusion Health

## LONDON COVID-19 FIND AND TREAT SERVICE (F&T)

The Find and Treat service, provided by a team from University College Hospitals, is jointly funded by all of London's Local Authorities and the Greater London Authority (GLA) and provide the following for rough sleepers, homeless hostels, hotels, night-shelters, pay to sleep, large houses in multiple occupation (HMOs) and daycentres:

- **Outreach testing and contact tracing:** Telephone clinical triage and on-site testing triggered by reporting of symptomatic cases, testing of contacts and immediate infection control advice on site liaising with the London Coronavirus Response Cell (LCRC).
- **Variants of concern (VOC):** Should VOC postcode surge areas include any homeless or inclusion health settings F&T can support local surge testing.
- **Training and support:** Provision of training for testing and contact tracing for key local staff (e.g. nominated street outreach workers, and others with key trusted relationships).
- **Sentinel screening:** Testing residents and staff of high risk locations (e.g. prioritised based on size, shared facilities etc) to actively monitor the level of asymptomatic carriage. VOC testing data will be collated with sentinel testing.
- **Vaccination:** Vaccination of the homeless population and support to address wider healthcare needs (NHS funded)

The amount of training and sentinel screening undertaken will vary depending on the quantity of reactive outreach work (the focus since December has been entirely on outreach testing, and outbreak support).

Find and Treat are also funded (via NHSE) to provide outreach testing and contact tracing to **asylum hotels** in London (**funded until end March 2022**).

We are currently working through the **future delivery model needed** (beyond 25 June 2021 when current funding ends) in anticipation of continuing infections and potentially outbreaks, particularly as vaccination uptake in this group is challenging.

We will continue to collaborate with local authorities across London to understand and address the ongoing needs for these populations.

# Southwark's Outbreak Prevention and Control Plan (OPCP)

Further information

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# Further information

Key Southwark strategic and operational frameworks have been developed to inform, shape and support the implementation of the Outbreak Prevention Control Plan and recovery. They include:

- Vaccination Strategy and communications and engagement plan
- Community Ambassadors Programme
- Community Covid19 Prevention Grants
- Test and Trace Southwark – protocols and operational guidance
- Settings based incident and outbreak management protocols (LCRC)
- Enforcement and deployment weekly plans
- Covid-19 Pandemic Inequalities Impact Assessment
- Covid-19 Impact: Health Inequalities Framework & Southwark Standing Together Action Plan

# Glossary

- ABSC** – Accommodation Based Services Cell
- ART** – Acute Response Team – provides day to day routine support
- DPH** – Director of Public Health
- IMT** – Incident Management Team – convened as required to manage serious incidents or outbreaks
- SEL IMT** – SE London Directors of Public Health meet weekly as a SEL IMT together with SEL CCG leads
- SLHPT**– South London Health Protection Team
- LCRC** – the London Coronavirus Response Cell – the UKHSA London level health protection service for complex settings and incidents
- OPCP** – Outbreak Prevention & Control Plan
- OPCE** – Outbreak Prevention Control Executive – the outbreak prevention control coordination and operational board with cross Council and multi agency senior officers
- SPOC** – Single Point of Access for contacting Test and Trace Southwark
- TTS** – Test and Trace Southwark – the local arrangements
- UKHSA** – UK Health Security Agency

**Find out more at**  
[southwark.gov.uk/publichealth](https://southwark.gov.uk/publichealth)

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