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Bwrdd Iechyd Prifysgol
Bae Abertawe
Swansea Bay University
Health Board



Meeting Date	24 September 2020	Agenda Item	2.1 (ii)
Report Title	Implementing the Test, Trace & Protect Programme in Swansea Bay		
Report Author	Joanne Abbott-Davies, Assistant Director of Strategy & Partnerships		
Report Sponsor	Siân Harrop-Griffiths, Executive Director of Strategy		
Presented by	Siân Harrop-Griffiths, Executive Director of Strategy		
Freedom of Information	Open		
Purpose of the Report	This report outlines progress within the Swansea Bay area in implementing the Welsh Government's Test, Trace and Protect Programme.		
Key Issues	<p>The report highlights the integrated partnership approach taken across Swansea Bay, the key milestones achieved and planned and how this will contribute to the aims of the Welsh Government's Test, Trace and Protect Programme:</p> <ul style="list-style-type: none"> • Preventing the spread of COVID-19 in the Swansea Bay area • Intervening early with cases and contacts to prevent onward transmission • Keeping essential services in Swansea Bay operational <p>In particular the preparation of the multiagency Swansea Bay Covid Prevention and Response Plan is highlighted.</p>		
Specific Action Required (please choose one only)	Information	Discussion	Assurance
	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Recommendations	<p>Members are asked to:</p> <ul style="list-style-type: none"> • NOTE the Welsh Government requirements for the Test, Trace and Protect programme • NOTE the progress made across Swansea Bay in implementing the Test, Trace and Protect programme on a multiagency basis • NOTE the risks associated with implementation of the programme • NOTE the submission of the multiagency Swansea Bay Covid Prevention and Response Plan to Welsh Government and the planned resubmission • NOTE that a further verbal update on progress will be given at the Health Board meeting 		

MULTIAGENCY TEST, TRACE, PROTECT PROGRAMME IN SWANSEA BAY

1. INTRODUCTION

This report outlines progress within the Swansea Bay area in implementing the Welsh Government's Test, Trace and Protect (TTP) Programme, since the previous report submitted to the Health Board in July.

The report highlights the integrated partnership approach taken across Swansea Bay, the key milestones achieved and planned and how this will contribute to the aims of the Welsh Government's Test, Trace and Protect Programme:

- Preventing the spread of COVID-19 in the Swansea Bay area
- Intervening early with cases and contacts to prevent onward transmission
- Keeping essential services in Swansea Bay operational

2. BACKGROUND

Welsh Government published its Test, Trace and Protect Plan on 13th May, and expected all Health Boards and Local Authorities to ensure the Programme was operational from 1st June 2020. Work has been underway across the Health Board and Local Authority partners since 4th May 2020 to mobilise efforts to ensure this was achieved and that as the challenges of Covid-19 for the area change, the TTP programme is able to respond to these in a timely manner.

2.1 Governance for Test, Trace & Protect in Swansea Bay

The responsibility for implementation of the TTP Programme sits with Health Boards and Local Authorities. To ensure this can be implemented at pace and in line with Welsh Government requirements, a governance structure has been agreed and put in place for Swansea Bay, and a plan for the service developed and agreed. The governance structure has been updated to reflect the Health Board's broader testing responsibilities and streamlined now that implementation has occurred.

2.2 Progress with Implementing Test, Trace & Protect in Swansea Bay

The All Wales Contact Tracing System (CRM) went live on 9th June 2020 and is being used to digitally manage tracing at local and regional level. The reporting capability of the system went live in mid-July. Following the implementation of the automated system and using data published on Tableau website and the Bi-weekly Local Authority Review, we are now able to produce weekly TTP Activity Summary reports which are reviewed at the Regional Response Team, TTP Silver, Health & Social Care Interface Group and the Health Board Gold meetings.

A multiagency communications plan has been developed across the region to amplify the national communications issued by Welsh Government in support of their NHS Test, Trace and Protect Strategy utilising multiple media platforms to spread key messages.

(a) Antigen Testing

The two Covid Testing Units (CTUs) at Margam and Liberty Stadium continue to support drive-through testing (general public, pre-operative testing, key workers), with skilled staff carrying out tests on individuals, and also provide the staff resource to test at care homes and at key workers homes, if they are unable to drive. The

CTUs also provide home testing support for clients requiring a negative result before emergency admission to a care home.

Following on from the weekly test “screening” programme aimed at care home staff – to track and quickly mitigate any Covid outbreaks in this vulnerable sector of the community - all care home staff are now encouraged to participate in a fortnightly programme which has been running for the past five weeks utilising the UK Government care homes portal. Data from Welsh Government shows that since April 2020 to the end of August 2020 31,202 tests for care home staff and residents have been undertaken. Confirmed positive cases remain low at 1.0% (311 positive cases).

There continue to be issues with the logistics of the care homes testing programme, most especially with delays in test results being returned. This problem has deteriorated over the past three weeks, with capacity to process tests at Lighthouse Labs reported by the national TTP Programme Team as being significantly compromised (the care home tests are all sent to these facilities in England as part of the UK Government scheme, managed by Deloitte). Current test turnaround times for Lighthouse Labs are well below the expected timeline of <72 hours; data received this week¹ shows that only 57.1% of tests are being returned within 24 hours for Swansea Bay care home staff. This is negatively impacting on the sector’s confidence in the TTP system and has been escalated to Welsh Government, who have in turn escalated it to the UK Government. Because of the likely continued difficulties, Welsh Government has asked all TTP Programmes across Wales to consider alternative ways of supporting this activity for care homes.

The UK.Gov online portal for the general public provides the greatest demand for testing. Both the Margam and Liberty Stadium CTUs now provide this online service – the largest proportion of test demand comes via this route. The table below shows a summary of testing activity by cohort since April – the September figs are as at 10.09.20. Based on the current numbers using the online portal so far in September, online test bookings could reach 12,000 for the month, a significant increase in demand from previous months:

	drive through tests					drive through capacity %		closed settings	home tests (non drivers)
	NHS tests	Non NHS tests	Pre Op tests	public portal	total	capacity	% used		
April	1901	574	0	0	2475	2972	83%	0	0
May	888	2434	0	0	3322	7020	47%	2804	28
June	295	2649	104	2151	5199	8325	62%	1566	83
July	235	540	213	3410	4398	13905	32%	254	98
August	227	278	342	8123	8970	16740	54%	39	147
September	289	510	127	4043	4969	15890	31%	136	58

¹ Data taken from national TTP programme report, supplied by NWIS

This correlates with the rise in disease prevalence across the region – Neath Port Talbot now has 14.65 confirmed Covid cases per 100,000 population and Swansea has 11.74 cases (as at September 06 2020). Across the region since September 01 2020, 95 positive cases have been logged, resulting in 528 contacts being traced and managed via the TTP programme.

The military teams supporting the CTUs have now left to go back to active service and the Health Board has embarked on a recruitment campaign to replace their roles (traffic flow and stewards) as well as appointing people on a fixed term basis to the other key testing roles across the CTUs and the Call Centres. The aim is to robustly support the region's testing provision and to be able to flex up capacity when needed if testing demand rises.

The Health Board has been assigned a Mobile Testing Unit to be deployed to locations across the region where people may have difficulty in accessing the CTUs at Margam and Liberty Stadium. MTUs are being funded by Welsh Government as part of the testing programme, using the Deloitte model of testing and run by private contractors. The sampling method is via self-swab, in that the individual is supported in taking their own sample via test kits provided at the site. The Swansea Bay TTP team is working closely with local authority colleagues to determine the best sites for the Unit – at this stage seven locations across Swansea and Neath Port Talbot have been identified as potential “best fits” – the aim is to provide testing at each site, twice a week. Plans are being drawn up to finalise the arrangements to deploy the MTU as quickly as possible. The TTP team is also working with Welsh Government to set up a walk-through testing unit in the middle of Swansea (at the Grand Theatre), to provide access to testing to the general walk-in population, particularly focusing on easy access for students as they arrive for the start of the new University term in October.

(b) Trace and Protect

On a multiagency basis the approach agreed across the Swansea Bay area for the Trace and Protect element of the programme is as follows:

- Multiagency Regional Response Team led by Mark Wade, Head of Housing & Public Health, Swansea Council. This team manages complex Covid related issues across the region and works closely with local contact tracing teams to provide expert advice including population surveillance, incident / cluster / outbreak management and control as well as consideration and prioritisation of advice and enforcement across our region.
- Contact Tracing Teams are organised by each Local Authority and provide a call centre function for trace and protect activity. Each team is headed up by a Clinical Lead and Environmental Health Officer.
- Health Board and Local Authority Staff who were repurposed to support Trace and Protect of which some have returned to their substantive roles. A full external team for contact tracing has been recruited and received training with staff taking up post from 01.08.20.
- The call centres are virtual, initial operating hours were 8am to 8pm, 7 days a week. Due to low numbers of positive cases initially these hours were reduced to 9am to 5pm and based on a 50% workforce following agreement from all

partners and Welsh Government. Due to increased demand, as outlined above, it has been agreed to extend the operating hours from 9am to 7pm, which will be kept under regular review.

- The 50% staffing level was agreed with the caveat that if demand increased the region would scale up staff to accommodate these requirements. An action plan has been developed and will be implemented to scale up staffing and a verbal update on the current position will be given to the Health Board at its meeting.

In August Welsh Government asked each region to produce a Covid-19 Prevention and Response Plan to ensure effective local arrangements are in place to maintain robust surveillance and rapid response to increases in disease prevalence. Swansea Bay developed a plan which describes the regional approach to the local prevention of Covid-19 in the context of a multi-agency collaboration. The plan focuses on 7 identified actions to achieve its objectives, namely:

1. Local planning and response structures.
2. Surveillance.
3. Management of clusters and outbreaks,
4. Sampling and testing.
5. Prevention.
6. Mitigation and control.
7. Communications.

The initial plan was submitted to Welsh Government on 17.08.20 (attached as **Appendix A**) with the caveat that this would need to be a live document in need of further iterations as learning from other areas of Wales becomes available. This plan was stress tested with our partners and revised further taking on board feedback from PHW. The final plan will be signed off on 15.09.20 by TTP Silver Command and submitted to Welsh Government as a further updated version.

Should prevalence in the Swansea Bay area increase further, then based on key circuit breakers, the Swansea Bay Covid-19 Prevention and Response Plan would be invoked. There is good governance in place to oversee this, with twice weekly meetings of TTP Silver and Jeremy Griffiths, COO and colleagues from the National TTP Programme attend one of our meetings each week, with key issues being escalated to multiagency Health and Social Care Interface Group and Health Board Gold.

(c) Finances

The Month 05 financial return currently forecasts a £5.7m cost against the £6.1m allocation, submission will be caveated that we have not yet returned to core activities as quickly as expected with some staff still shielding who have not yet returned to their substantive roles due to outcomes of risk assessments or been backfilled.

2.3 Next Steps

Due to the requirement to step up capacity within the Test, Trace and Protect programme to respond to rapidly increasing demands over the past few weeks, since

preparing this report significant changes are likely to have already been implemented and so a further, verbal update will be given at the Health Board meeting.

Wales Audit are planning to undertake a rapid review of the TTP programme across Wales, to be completed by end of October. Arrangements are being made to share key documentation and set up interviews with key leads. However due to the recent and growing demands on the system it was agreed at TTP Silver on 11th September that an extension to the deadline for this work should be requested.

3. GOVERNANCE AND RISK ISSUES

A RAID (risk, action, issues and decisions) log is being maintained for the Test, Trace and Protect programme which identifies the following as the main risks for the programme:

- As services come back on line and staff supporting CTUs return to their substantive roles there is a risk that services cannot be maintained. Mitigation of this risk is through recruiting externally to replace these roles, with the staff from the Health Board and Local Authorities potentially being available if demands increase.
- Lack of capacity and responsiveness in laboratory services, both within NHS Wales and private providers, to keep pace with the increasing demand for testing. Specifically in relation to the backlog and delays in care home test results from Deloittes, this has been re-escalated to the National TTP Programme, National Oversight Group and Welsh Government, who have in turn escalated to UK Government. Swansea TTP are considering alternative options for providing a more robust service to the care home sector, as requested by Welsh Government, but the impact on this on other testing demands and laboratory capacity will need careful consideration and will take time to put in place if agreed.
- Ability to continue provision of antigen testing facilities or identification of alternative ones to support Test, Trace and Protect through the duration of the programme as current facilities may become unavailable as sports facilities continue to open up. A plan for additional / replacement testing facilities has been prepared with implementation planned over coming weeks, including mobilising the MTU and establishing a fixed walk-in centre at the Grand Theatre, Swansea. Further work is planned on preparations of locations which could be used across the region should outbreaks require these.
- That the region will need to go into escalation response mode and activate our prevention and response plan. We need to ensure that we are fully prepared for this, which may require services recently restarted in the partner organisations to be suspended again and staff repurposed to support TTP.

4. FINANCIAL IMPLICATIONS

There will be financial impacts for the Health Board of running the additional testing capacity planned as well as for the Local Authorities in running the Trace and Protect arrangements. These are being quantified and discussions underway with Welsh Government to ensure these are met.

5. RECOMMENDATIONS

Members are asked to:

- **NOTE** the Welsh Government requirements for the Test, Trace and Protect programme
- **NOTE** the progress made across Swansea Bay in implementing the Test, Trace and Protect programme on a multiagency basis
- **NOTE** the risks associated with implementation of the programme
- **NOTE** the submission of the multiagency Swansea Bay Covid Prevention and Response Plan to Welsh Government and the planned resubmission
- **NOTE** that a further verbal update on progress will be given at the Health Board meeting

Governance and Assurance		
Link to Enabling Objectives <i>(please choose)</i>	Supporting better health and wellbeing by actively promoting and empowering people to live well in resilient communities	
	Partnerships for Improving Health and Wellbeing	<input checked="" type="checkbox"/>
	Co-Production and Health Literacy	<input type="checkbox"/>
	Digitally Enabled Health and Wellbeing	<input checked="" type="checkbox"/>
	Deliver better care through excellent health and care services achieving the outcomes that matter most to people	
	Best Value Outcomes and High Quality Care	<input checked="" type="checkbox"/>
	Partnerships for Care	<input checked="" type="checkbox"/>
	Excellent Staff	<input checked="" type="checkbox"/>
	Digitally Enabled Care	<input checked="" type="checkbox"/>
	Outstanding Research, Innovation, Education and Learning	<input type="checkbox"/>
Health and Care Standards		
<i>(please choose)</i>	Staying Healthy	<input checked="" type="checkbox"/>
	Safe Care	<input type="checkbox"/>
	Effective Care	<input type="checkbox"/>
	Dignified Care	<input type="checkbox"/>
	Timely Care	<input type="checkbox"/>
	Individual Care	<input type="checkbox"/>
	Staff and Resources	<input checked="" type="checkbox"/>
Quality, Safety and Patient Experience		
<p>Monitoring will be put in place of people's experience of the Test, Trace and Protect programme so that action can be taken to improve any of the issues raised. Response times are being set for each part of the process so that adherence to these can also be monitored and actions taken if necessary to improve performance.</p>		
Financial Implications		
<p>There will be financial impacts for the Health Board of running the additional testing capacity planned as well as for the Local Authorities in running the Trace and Protect arrangements. These are being quantified and discussions planned with Welsh Government to ensure these are met.</p>		
Legal Implications (including equality and diversity assessment)		
<p>The Swansea Bay programme outlined above meets the requirements of the Welsh Government's Test, Trace and Protect Programme.</p>		
Staffing Implications		
<p>Staffing for the Test, Trace and Protect Programme across Swansea Bay was based on repurposing health and local authority staff initially but as these staff are required to bring core services back on line, they have been replaced by external staff. If prevalence continues to increase it is possible that restarted services will have to be suspended to allow these staff to return to support the TTP Programme.</p>		
Long Term Implications (including the impact of the Well-being of Future Generations (Wales) Act 2015)		
<p>The Swansea Bay Test, Trace and Protect programme aims to prevent the spread of coronavirus, ensure early intervention with cases and contacts to prevent onward transmission and to keep essential services operational, so ensuring that the wellbeing of Future Generations is safeguarded. The programme is aimed to operate initially for 12 months, focused on prevention, integration and collaboration between partner organisations with the involvement of the public in taking required action to reduce risks.</p>		
Report History	Previous update to July Health Board	

Appendices	Appendix A – Initial Swansea Bay Covid-19 Prevention and Response Plan (17.08.20
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