
Bury Council Briefing for National Silver and Gold Command

31 August 2020

Version 0.5 draft

This is a document prepared to support key discussions with Government in relation to Bury Council's response to Covid-19. The document represents the shared position in Bury across the Council Cabinet and CCG.

Geoff Little (Council Chief Executive and Accountable Officer Bury CCG),
Lesley Jones (Director of Public Health)

Contents

1. Title and Purpose
2. Introduction and key messages
3. Bury in context
4. Covid-19 across the North West and GM (1/2)
5. Covid-19 across the North West and GM (2/2)
6. Covid-19 in Bury (1/2)
7. Covid-19 in Bury (2/2)
8. Looking forward
9. Bury and Greater Manchester's coordinated response
10. Bury's action plan (1/2)
11. Bury's action plan (2/2)
12. What additional support Bury needs
13. Closing messages

Introduction and key messages

Key Messages - shared position of Bury Council Cabinet and CCG in Bury

The Borough and GM-wide approach is focused on breaking the chain of transmission in the community by explaining the measures people should be taking and enforcing where required, supplemented by enhanced community engagement and intensified efforts in areas with high numbers of cases or are at risk of higher cases due to socio-economic factors.

At the same time, Bury is intervening as early and as local as possible. Increasing access to local testing at neighbourhood level and acting rapidly to control outbreaks where they occur. We are fully prepared to adopt locally support contact tracing and follow up from 7th September subject to the necessary changes to the national system.

Our approach is driven by an understanding of our data and epidemiology and understanding of our place.

There is no easy explanation for the continued increasing trend in Bury whilst other parts of GM are starting to show a slight downward trend. Our understanding of routes of transmission in Bury is hampered by the information currently available to us. **As with other parts of GM, Bury:**

- Bury still had relatively higher numbers of cases than other parts of the country as national lockdown was eased.
- Has deprivation and overcrowded housing overlaid in some parts of the Borough with concentrations of ethnic minority communities
- Borders & has interconnections with other areas with high rates

However, unlike Oldham and Rochdale, the **cases in Bury are more geographically widespread.** It may simply be a question of timing, until the last two weeks Bury was above national averages but at a much lower level than other parts of GM. These places have had peaks at different times. There are signs that rates in Bury are beginning to plateau.

The epidemiology shows that factors that led to the rapid increase of cases across GM in mid-July justified additional control to prevent transmission across households and **Bury needs these restrictions to continue** - however, the current rates **do not justify any stronger measures.**

Actions being taken are aligned to the evidence of what's driving the problem. The **scale of the action on local testing and contact tracing needs to increase** with Government support.

Key Asks for Support

To strengthen Bury's action plans we need:

1. Additional support for multi-agency enforcement activity, including national support to GMP to provide sufficient resources to enforce the enhanced measures in place in GM.
2. Enhanced national support for additional local testing arrangements - 2 sites this week and 3 the following week.
3. Rapid transfer of contact tracing responsibility and resource to local government in order to achieve higher level of effectiveness and efficiency in case and contact tracing.
4. Further localisation of approaches and resourcing for testing
5. Support with recruitment of environmental health, health protection/infection control; and public health intelligence roles - note: mutual aid from GMRF has been triggered.
6. Better data (particularly around case and contact occupations) and additional epidemiological analysis to help find out where (outside of household) community transmission is happening.
7. Upscaling of national communications and social marketing targeting young adults.

Bury in context

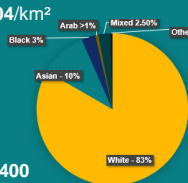
Bury is a Metropolitan district of Greater Manchester. Bury is located next to Rochdale and Oldham and borders Blackburn with Darwen to the North. Unlike other parts of the country Bury has more overcrowded housing coupled with concentrations of Asian households in the same areas.



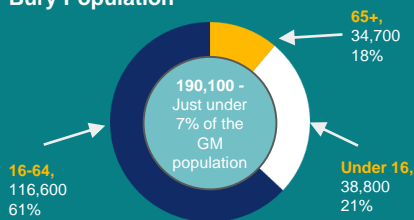
GM Regional Context

Population: ~2.8m
Size/density: 1,276 km² - 2,204/km²
Ethnicity:

- i) White - 2,250,000
- ii) Asian - 270,000
- iii) Black - 75,000
- iv) Arab - 15,000
- v) Mixed/multiple: - 61,000
- vi) Other ethnic group - 12,400

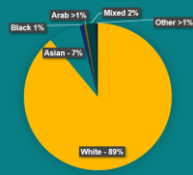


Bury Population



Bury Demographics/Ethnicity

- Ethnicity:
- i) White - 165,000
 - ii) Asian - 13,500
 - iii) Black - 1,900
 - iv) Arab - 500
 - v) Mixed/multiple: - 3,400
 - vi) Other ethnic group - 900



Bury Size/Density

Size:
99.5 km² - Just under 8% of total GM area

Density:
1,920/km²



Covid-19 in Bury

- Bury now has one of the highest coronavirus infection rates in England, falling within the top 10 areas. While rates across Greater Manchester are dropping, Bury's continues to rise – and is now three times the national average. This is Bury's sixth weekly rise in a row.
- Household transmission remains an important source of new infections, as people spread the virus they caught in the community to their families. Those aged 18 – 39 account for more than half of the new cases in Bury, and the percentage of positive tests has also increased. The cases are spread across all of the wards in the borough.
- Given the geographically dispersed nature of the cases across the borough and that household transmission is significant, it is possible at least some of our rise relates to flows of people to adjacent boroughs for reasons of work and leisure. The ethnic profile of cases is beginning to change from July where 50% of cases identified as Asian and 50% White British to 14% and 57% in mid Aug.

Covid-19 across the North West and Greater Manchester (1/2)

What the data and intelligence is telling us

Bury epidemiology and narrative

- Nationally case numbers and positivity continued to increase in week 33, with the majority of cases reported from Pillar 2.
- Rates and positivity of cases continue to be the highest in the North and Central regions. The North West has the highest number of UTLAs on the Local authority areas of interest list.
- Testing rates, are comparable to the national average and there are only 8 LAs in NW with a higher testing rate than Bury and 3 in GM. However, Bury is below the average for the local authority areas in the current top 10 and therefore, has increased testing capability from next week
- Analysis shows The North West and Greater Manchester has a specific epidemiology with patterns different to the rest of England. This can be evidenced in detail (next slide).

Incidence rate (cases per 100,000 population)

31.6

(19th to 25th August)
Bury is 8th highest in the country and 4th highest in Greater Manchester

Incidence Rate

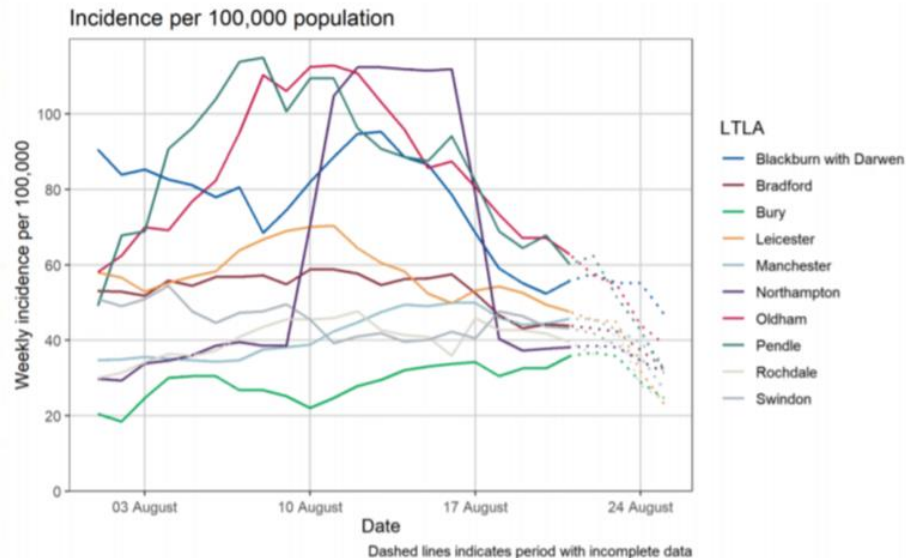
0

increase between 12th to 18th of August and 19th to 25th August

There are

8

LAs in the NW with a higher testing rate than Bury



Source: Coronavirus Situational Awareness
*Source: ONS Lower layer Super Output
Area population estimates
Summary: 26 August 2020

Covid-19 across the North West and Greater Manchester (2/2)

Understanding NW Region COVID-19 Epidemiology and implications for GM

GM epidemiology and narrative

- The **NW region** was significantly disadvantaged entering the pandemic in terms of deprivation, health outcomes and general vulnerability to the risks associated with COVID as shown by % of LSOAs in the most deprived decile nationally.
- But, importantly, this is not just about single issue inequalities or deprivation per se but **compounded inequality in poverty, deprivation and in COVID vulnerability**:
- The **greatest concentrations of overcrowded households** are in Greater Manchester, Blackburn, Burnley and Preston - as well as a concentration of areas across a large part of Liverpool and Knowsley.
- However, although Merseyside has similar concentrations of overcrowded housing to GM it does not have the same **ethnicity profile**. Overlaying these two maps highlight areas where we are currently observing higher than the national average of incidence.
- **It's the combination of population risk, community interaction and vulnerability that is important to understand.**

Area	% of LSOAs are in the most deprived decile (worst 10%) of LSOAs nationally	% of LSOAs are in the 3 most deprived deciles nationally
Cheshire and Merseyside	23.4	43.5
Greater Manchester	23.1	49.1
Lancashire and South Cumbria	18.7	39.7



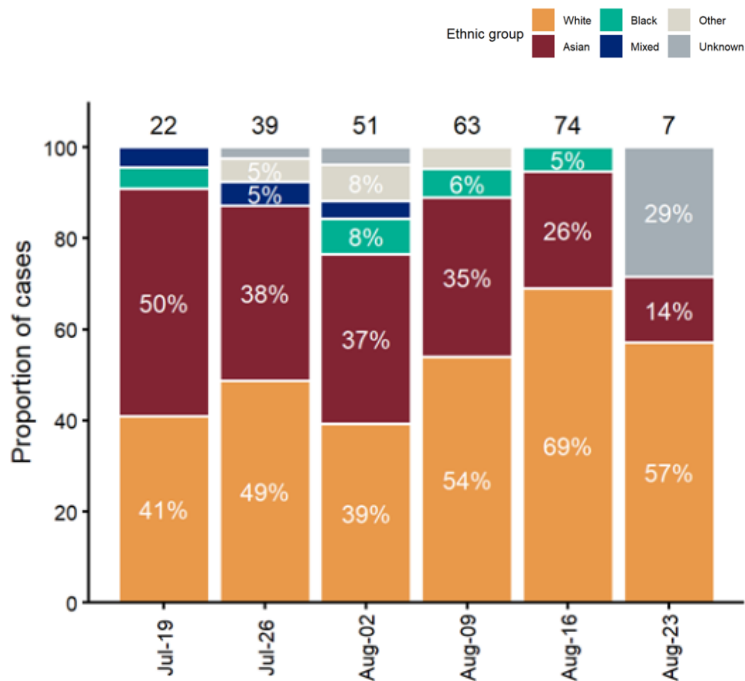
Source: Public Health England
Summary: GM SCG papers - 27 August 2020

Covid-19 in Bury (1/2)

What the data and intelligence is telling us

There is a need for local action across Bury

- Bury is subject to the same factors that caused high rates in other parts of GM:
 - Household transmission remains a significant driver of overall numbers. Contact tracing data shows that the vast majority of contacts fall into exposure groups 'household', 'household visitor' or 'visiting family or friends'.
 - The increases in Bury and GM from late July onwards coincided with the shift from infections in institutional settings to households.
 - Over a quarter (26%) of cases were people who identified as Asian in w/e 16/08, reducing to 14% the following week - however, the Asian community represents only ~7% of the Bury population. There is an emerging pattern of correlation with areas of higher deprivation.
 - Additionally, Cases are still concentrated among people aged 18-39 - accounting for 59% of all cases.
- It is therefore right to target local testing and contact tracing within those neighbourhoods as outlined in the action plan (slides 9 and 10).



Over a quarter (26%) of cases were people who identified as Asian in w/e 16/08, reducing to 14% the following week

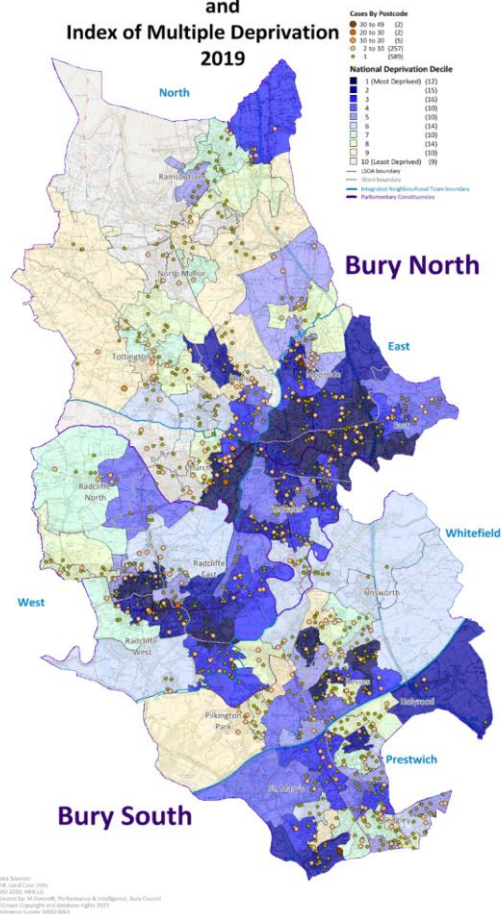
Covid-19 in Bury (2/2)

However, cases are geographically spread across all 17 wards in Bury

There is also a need to take a Borough and GM-wide approach

- The social and economic geography of GM makes it a highly connected city region. This is particularly true of Bury which is a long Borough stretching from the suburbs of Manchester to the foothills of the Pennines which has led to predominantly north - south transport infrastructure connecting the Borough economically and socially.
- Wider City Region (trips across the area, between centres or to other major destinations) are overrepresented compared to the GM average (43% vs 38%).
- Whilst rates of Covid-19 have been high per population amongst the Asian community in recent weeks, over half of cases were people who identified as White (57%).
- In addition, there are also strong familial links in the Asian community across bordering boroughs including Rochdale, Oldham and Blackburn with Darwen.
- As elsewhere, reopening of schools on 1st September is also expected to put upward pressure on transmission rates - with Bury containing three secondary school/colleges ranked among the top 25 in GM for highest expected level of transport usage (TfGM). This risk is compounded by the re-opening of HE Colleges.
- It is therefore right to supplement locally-driven actions with a whole Borough approach as well as a GM approach to engagement and communications - as outlined in the action plan (slides 10,11 and 12).

COVID-19 Cases in Bury 28/02/2020 to 22/08/2020
and
Index of Multiple Deprivation
2019



Looking forward Bury needs to strengthen its response

Sustained and coordinated action is required to address some of the challenges ahead

The next 6 months include a number of key events which need to be planned for.



47%

of the population are unlikely to use the NHS Covid-19 app when it becomes available

62%

of people have found the government's response confused and inconsistent

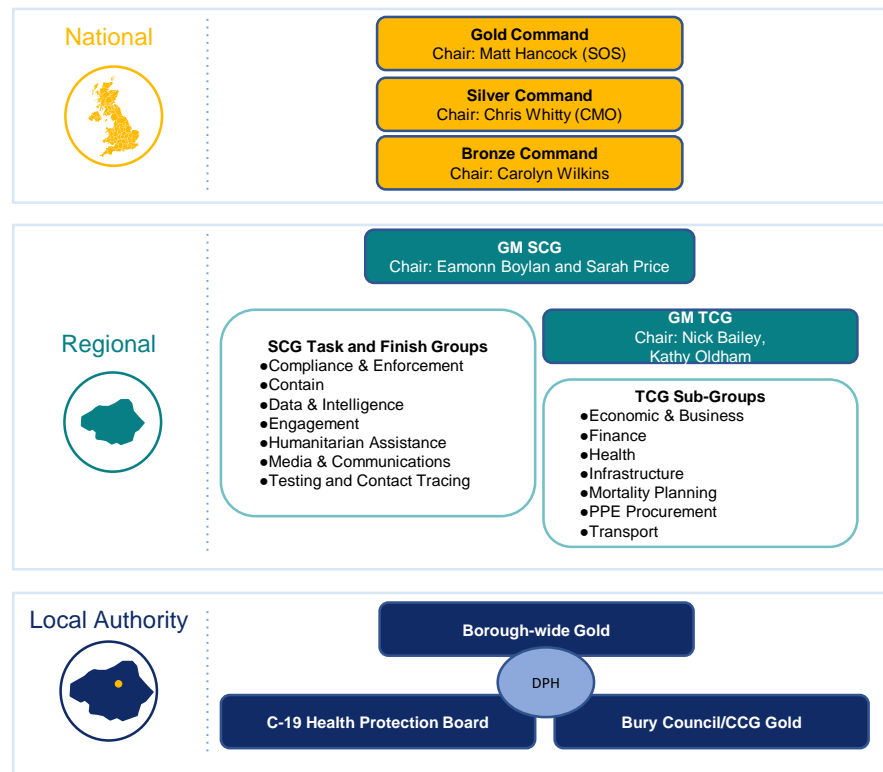
47%

of people say that they always maintained social distancing (down from 57% last week)

Bury and Greater Manchester coordinated response

GM Strategic Approach: evidence based action

- Bury has been taking action locally whilst feeding into a GM framework. This is due to the very close links between our communities and the level of interdependence in economic, social and cultural terms.
- The Local Governance arrangements are clearly mapped to the Regional and National Level with clear processes in place for briefing and triggers for escalation or de-escalation.
- Different responses are now emerging across GM. Wigan has been released from the GM enhanced arrangements, and are now joined by Stockport, Trafford and Bolton. This leaves Oldham, Rochdale, Tameside, Salford and Manchester with Bury still in the enhanced measures.
- Detailed work is underway with PHE to develop a detailed, consistent set of measures across GM and implementing the most effective for Bury.
- Bury and GM are dovetailing with the Joint Biosecurity Centre to enable appropriate regulation and guidance to be drafted.
- This work will be fed through the GM 'Contain' Cell and SCG to ensure a consistent and coordinated approach is implemented across GM - effective for the population.



Bury's action plan (1/2)

Taking local knowledge into account, Bury is continuing to improve its response via a borough-wide approach

Delivering Bury's action plan

Communications and Engagement

- **Under 39s campaign across GM** – including paid for social and digital advertising using Spotify, tik tok, youtube, snapchat, FB and Insta.
- Digital – data post weekly reach of 28,000. Paid for advertising via social media higher, as well as local broadcast media and outdoor advertising (**10000 posters printed** for retail, leisure and hospitality).
- Council and partner webinars to **3000 staff** (aim for **6000+**)
- Two-way dialogue with **5 community partnerships**, VCFA, faith and business leaders
- Mobilisation of public sector partner engagement e.g. **schools (with 4000 staff, 29000 pupils)** and GPs
- Weekly meetings with **176 community groups** via neighbourhood hubs who support with wider outreach to circa **11000 members of community**

- **Asset bank** available for all partners

Outbreak Management

- Strong and effective outbreak management arrangements in place **supported by GM Virtual Hub**.
- **Outbreak response swabbing team** in place.

How Bury is strengthening its action plan

Communications and Engagement

- Bury-wide comms effort to share council messaging via community partnership:
 - JCP coaches to 2000 claimants; **assumed reach 4000+**
 - College students, parents and governors engaged via induction and enrolment
 - **573** voluntary, community and faith groups and **900+ volunteers**
 - Bury Faith Leaders
 - Bury Business Leaders' blog and social media campaign
 - Six Town Housing engaging with **600 households in deprived areas weekly**
- Commence digital communications intervention: monitor / reply to posts
- **E-bulletin updates** to 46,000 households (who usually receive waste and recycling reminders)

Outbreak Management

- PH IPC team working closely with Hospital and Community IPC teams
- Bury has initiated the conversation to seek mutual aid from across GM through LRF



Bury's action plan (2/2)

Taking local knowledge into account, Bury is continuing to improve its response via a borough-wide approach

Delivering Bury's action plan

Test and Trace

- Various testing services in place including: **locally run drive through**, weekly **Care Home testing** support, **home swabbing** service by appointment, weekly Community Health staff **swabbing** (increased in August), weekly Acute Health staff swabbing
- Established a **dedicated telephone helpline**, via our contact centre, for local testing sites
- Promotion of **home testing and regional testing sites** close to south of the borough
- **Two sites at Mosses (Pakistani community) and Chesham (area of high deprivation)** to open as planned. Mosses 10am 1/9/20 and Chesham 3/9/20.

Compliance and Enforcement

- Joint GMP and Public Protection team action with the hospitality industry with **Operation Kingfisher**
- Targeted enforcement for household gatherings
- Proactive targeted work with **25 highest risk businesses**
- Compliance **visits of 50 hospitality venues** by 3rd Sept
- Targeted support to **BAME businesses**

How Bury is strengthening its action plan

Test and Trace

- Working with DHSC to set up and run a **further three sites from w/c 7/9/20**. Location based on **areas of deprivation, increased incidence** based on current data and site availability: Metro Redvales, Whitefield, Sedgley Park
- Ready to follow up on both index cases and contacts for introduction of locally supported contact tracing - launch date 7th Sept.
- Standing up local **enhanced contact tracing on 7 day week basis** from 7th September including Identification of **'high risk' postcodes** such as HMOs to create flag in system and enable enhanced support
- Introduction of follow up welfare checks on confirmed cases by GP practices to support self-isolation
- GM H&SCP Team and GMFRS developing model of local rapid deployment testing for large scale outbreaks.

Compliance and Enforcement

- Linking with taxi firms to **gather intelligence on gatherings**
- Enhanced protection and **assurance measures in Bury Market** e.g. signage, steward presence, additional communication to traders

What additional support does Bury need

To strengthen Bury's response, it will require additional support from the national team

Additional support	From who	By when
1 Data: Enhanced richness of data (e.g. religion, place of work) to support analysis of trends. 2) Analytical support to understand social mobility and networks and to enhance behavioural insight. 3) Reduced lag time for case and contact data upload to PowerBI	DHSC/NHS T&T	w/c 7/9/20
2 Resources for Contact Tracing & Testing including funding for rent, peripherals and support staffing.	DHSC	w/c 7/9/20
3 Establish supply of home test kits to pharmacies	DHSC	ASAP
4 Support with recruitment of environmental health, health protection/infection control; and public health intelligence roles.	DHSC/PHE	w/c 7/9/20
5 Maintain current restrictions on Bury at least until a 2-week improvement in infection rates can be seen on the previous two weeks at which point Bury will review and provide a recommendation to national government - particularly household restrictions	DHSC	TBC
6 We need enhanced staffing support for the 3 additional test centres from w/c 7th with a view to 2 further sites w/c 14th.	DHSC	w/c 7/9/20
7 Allow Bury to take part in GP Testing Pilot.	DHSC	w/c 31/08
8 Continued support on the running and setting up of 3 sites. Our choice is based on areas of deprivation, increased incidence based on current data and site availability/suitability. Locations: Metro Redvales, Victoria Park – Whitefield, Sedgley Park area – Children's centre car park	DHSC	W/c 7/9/20
9 Payments to self-employed and low paid who are self isolating should be applied to Bury immediately, as opposed to waiting for the conclusion of the 3 pilots.	HMT	w/c 31/08
10 Upscaling of national communications and social marketing targeting young adults	DHSC	w/c 7/9/20

Closing Messages

01

Bury understands its data, its epidemiology and local context and has used this evidence to identify what's driving its levels of infection and to identify actions that flow from that evidence.

02

Bury has a robust Covid-19 plan, which combines a locally delivered response and draws on an aligned Greater Manchester approach.

03

Bury is looking forward and planning for what it will need to address - local, regional and national challenges.

04

Bury needs support to achieve this. Specifically, current restrictions focused on preventing transmission across households to continue (although rates do not justify stronger measures) and localised track and trace resources required Borough-wide.