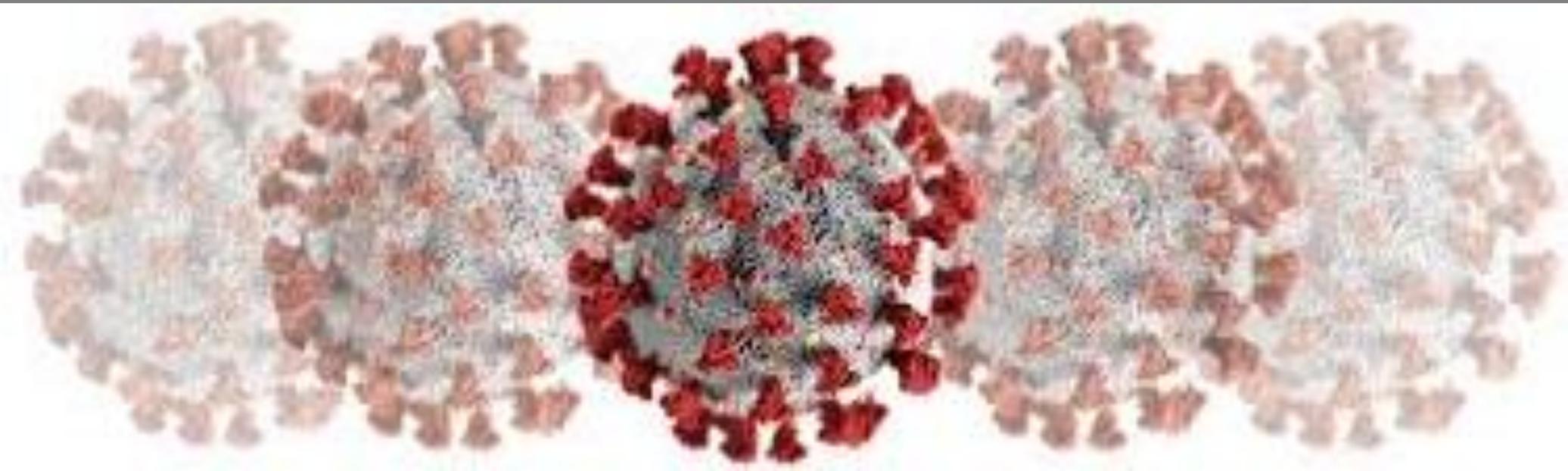




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CHANGE

COVID-19: A Framework for Government Decision-Making in a Crisis

26 March 2020





China, South Korea and Europe have been pursuing a similar approach: Suppress, Test, Revive

Cushion peak pressure on the health care system

Stop the contagion

Ease economic burden

Suppress

Test

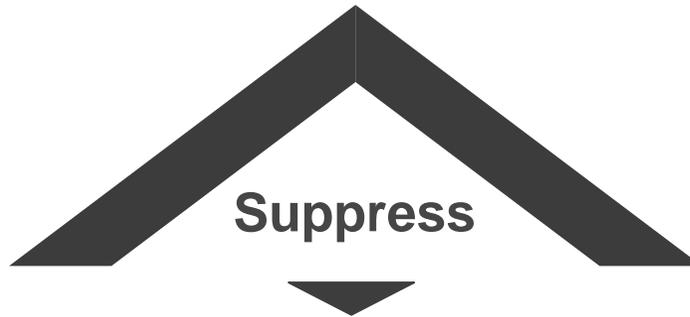
Revive

As testing kits become more available throughout Asia and Europe, there is beginning to be a move from Suppress to Test in several countries, and for China, a move towards Revive.

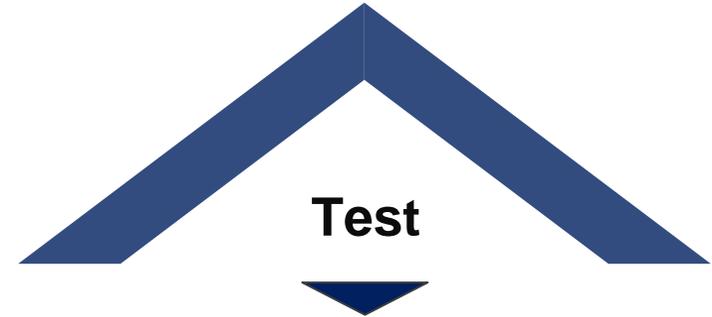


In the absence of testing capacity, Africa will spend longer in a **suppression** phase than Asia or Europe...

Cushion peak pressure on
the health-care system



Stop the contagion



Suppression phase

No Cases

No recorded
cases

Early
detection

Imported Cases

1 or more cases
confirmed or
suspected among
those travelling
from overseas.

Containment

Clusters

Local
transmission, in 1
or more clusters

Cluster
containment

**Community
Transmission**

Widespread
transmission or
multiple cases
where transmission
can not be traced.

Mitigation

Reduction

Reduction of new
cases, possibly with
ongoing **localised
clusters**

Vigilance



Each stage requires a tailored response strategy

PHASE	No Cases	Imported Cases	Clusters	Community Transmission	Reduction
DEFINITION	No recorded cases	1 or more cases confirmed or suspected among those travelling from overseas	Local transmission, in 1 or more clusters	Widespread transmission or multiple cases where transmission cannot be traced	Reduction of new cases, possibly with ongoing localised clusters
STRATEGY REQUIRED	Early detection	Containment	Cluster containment	Mitigation	Vigilance
EMPHASIS REQUIRED	<ul style="list-style-type: none"> Aggressive screening Public education Readying crisis-response mechanisms 	<ul style="list-style-type: none"> Screening and contact tracing Enforced quarantine Public education & social-distancing restrictions 	<ul style="list-style-type: none"> Screening and contact tracing Widespread community surveillance Enforced isolation of clusters Behaviour change National hotline 	<ul style="list-style-type: none"> Surveillance Move to self-isolation and social distancing National hotline Prioritise vulnerable groups in the health system Public comms 	<ul style="list-style-type: none"> Testing Enforced quarantine Public comms Rapid response planning
CONTINGENCY PLANNING	<ul style="list-style-type: none"> Quarantine facilities Health-worker training PPE and test kit supplies 	<ul style="list-style-type: none"> Crisis-management structure ready Clinical protocols and training Testing resources Treatment equipment 	<ul style="list-style-type: none"> Oxygen therapy in health facilities Health-care worker training Security services on standby 	<ul style="list-style-type: none"> Test kits Surveillance and isolation supplies 	<ul style="list-style-type: none"> Isolation and contact tracing equipment on standby
EXAMPLE COUNTRIES	 Antarctica	 El Salvador	 Burkina Faso	 South Africa	 China

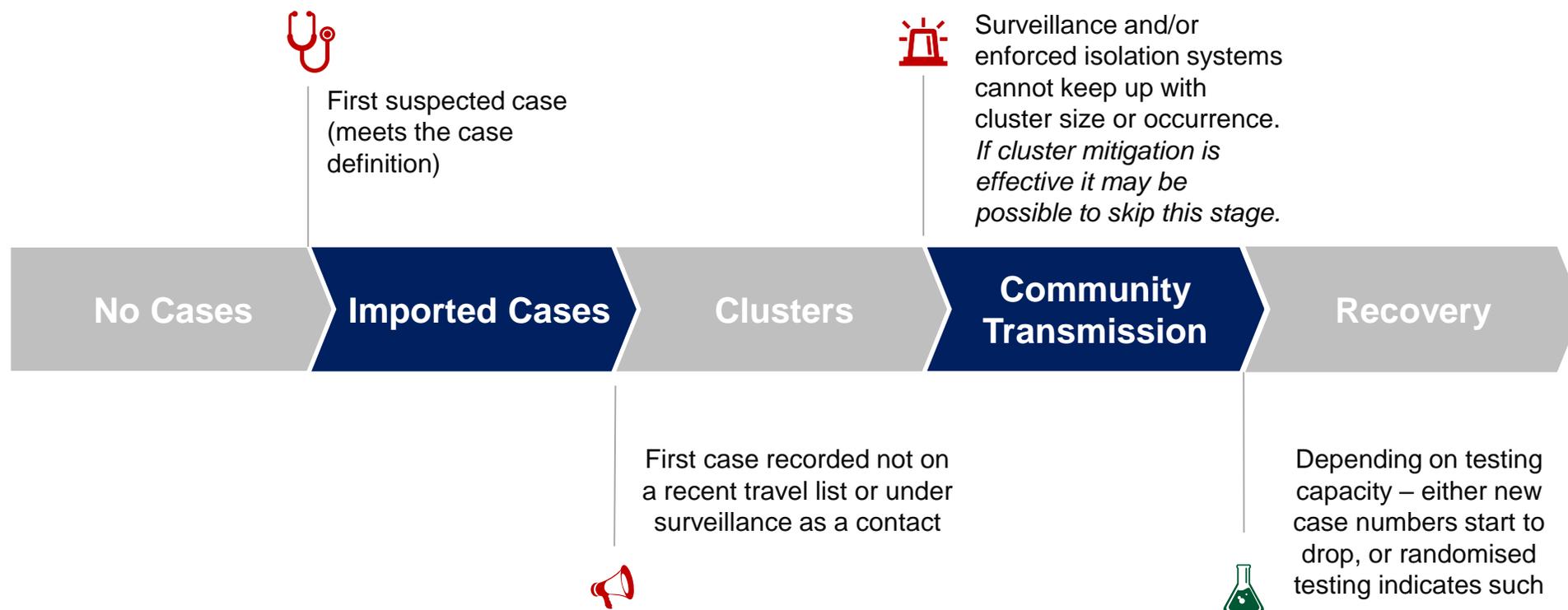


A core set of approaches should be used throughout the outbreak; precise activities will vary according to phase

	 Surveillance	 Isolation	 Clinical	 Behaviour Change	 Contingency Planning
No Cases	<ul style="list-style-type: none"> Widespread surveillance Port/border screening and follow-up 	<ul style="list-style-type: none"> Quarantine facilities identified and readied 	<ul style="list-style-type: none"> Health-care workers prepared and trained 	<ul style="list-style-type: none"> Communities socialised to what to look out for. 	<ul style="list-style-type: none"> Health crisis-management system prepared PPE procured for all health workers
Imported Cases	<ul style="list-style-type: none"> Regular screening at borders and community level surveillance Contact tracing 	<ul style="list-style-type: none"> Identified cases put straight to 14 days quarantine in pre-arranged facilities 	<ul style="list-style-type: none"> Special treatment facilities prepared Health workers start following SoPs 	<ul style="list-style-type: none"> National hotline Public awareness Social-distancing restrictions in place 	<ul style="list-style-type: none"> Activate National Government Coordination System, led by HoS
Clusters	<ul style="list-style-type: none"> Ongoing community surveillance Contact tracing 	<ul style="list-style-type: none"> Quarantine or monitored and enforced isolation for any suspected cases for 14 days 	<ul style="list-style-type: none"> All patients at health facilities screened PPE worn for every appointment 	<ul style="list-style-type: none"> Enhanced restrictions, esp for cluster communities Comms and social distancing enhanced 	<ul style="list-style-type: none"> Prioritise treatment in health facilities Plan for economic and civil disruption
Community Transmission	<ul style="list-style-type: none"> Continue to track reported cases and identify hotspots 	<ul style="list-style-type: none"> Prioritise shielding of vulnerable groups 	<ul style="list-style-type: none"> Prioritise treatment for identified groups Stop accepting walk-ins 	<ul style="list-style-type: none"> Reconsider effectiveness of harsh restrictions so far 	<ul style="list-style-type: none"> Plan for economic recovery and what support will be needed
Reduction	<ul style="list-style-type: none"> Contact tracing for final cases Widespread surveillance 	<ul style="list-style-type: none"> Identified cases put to quarantine or enforced isolation for 14 days 	<ul style="list-style-type: none"> Maintain vigilance across health-care settings. Continue to use protective measures 	<ul style="list-style-type: none"> Allow some relaxing of restrictions Maintain social-distancing policies 	<ul style="list-style-type: none"> Plan for economic recovery package Distil lessons learned for future use



There are specific triggers that signal the need to move from one phase to the next



Movement through the phases is uneven, and can take just a few days, so preparedness for the next phase is vital, including for the potential of regression post-recovery.



Your **Imported Cases** phase may be brief; use it to plan ahead and raise community awareness



What is an Imported Cases Phase?

- Only a few confirmed or suspected cases, of which all are travellers from overseas
- You need to deploy a containment strategy, with emphasis on surveillance, enforced isolation and readiness for local transmission (especially as there could be asymptomatic imported cases)

How should I implement a containment strategy?

- Ensure that all suspected and known cases are quarantined in appropriate facilities, for a minimum of 14 days,
- Track and trace. Review entry forms, establish contact with all who entered country in last 15 days, assess risk, start contact base
- Track movement of non-suspected cases, in case asymptomatic
- Focus surveillance and awareness-raising in private clinics, embassies, NGOs, hotels, airports as these are 'high risk' areas given travellers are likely members of the local elite
- Ensure contact tracing to discover those who have made contact with known/suspected cases
- Test those who are suspected to have Covid-19 (if testing kits are available) and test known contacts



What activities may be important during this phase?

- Mobilise your public-health emergency-response structure, to oversee the day-to-day management of the situation
- Prepare national health facilities for the treatment of Covid-19 patients
- Ensure all health-care workers start wearing PPE
- Set up a national call centre to take calls from anyone who suspects they have Covid-19
- Engage civic and religious leaders to prepare them for next phase of response
- Begin a campaign of community awareness-raising – focus on 'social distancing' and hand-washing/sanitation
- Engage international partners and others in plans for facilities, health workers, protective equipment and other supplies



What activities should you be preparing for next?

- Work with Cabinet/Ministers to plan for scale-up. Key issues will include how best to affect behaviour change and physical distancing (restricting contact and movement) and training health workers. Preparations may be needed to close certain public spaces and limit public gatherings in the next phase
- Quarantine may need to ramp up, so identify facilities now and consider how supplies could be provided
- Build your pipeline of PPE and test kits





Cluster Transmission requires a ramp-up in response and awareness-raising, though accurate data may not be available



What is cluster transmission?

- Localised community clusters of cases who can be traced to contacts, likely friends/family of imported Phase 1 cases
- Emphasis should be on targeted containment and surveillance and preparation for further transmission

How should I implement a **cluster containment strategy**?

- Ensure that all suspected and known cases are quarantined in appropriate facilities, for a minimum 14 days, where possible. If facilities do not exist, consider options to isolate a local cluster or enforce self-isolation and make provision for food and supplies
- Ensure contact tracing is underway to discover those who have made contact with known/suspected cases
- Activate clinical protocols to protect health workers and the health system
- Use the national hotline as an additional data point; it may give you real-time information on new hotspots to get ahead of transmission patterns in the absence of widespread testing



What are the activities that should be happening now?

- Focus on containing transmission within clusters, while intensifying national readiness
- Decide how and when to close spaces that may lead to unnecessary spread of the virus, where social distancing will be difficult. This may mean closing schools, religious institutions and limiting public movement (e.g. closing district borders to contain the outbreak, or introducing potential curfews)
- Engage the public in behavior change. This means using traditional government channels, as well as using civic and religious leaders, and other trusted sources of advice
- Mobilise your Cross Government National Crisis Management System (and ensure the right people are in the room to take decisions)
- Widescale equipping of the health-care system with personal protective materials, to be worn for all appointments –
- Provide hand-washing support to communities where sanitation is difficult



What activities should you be preparing for next?

- Plan for treatment options and prioritising care. Decide what groups are 'vulnerable' or need priority if facilities become overwhelmed
- Develop strategies and contingency plans in case of civil unrest, where facilities and services come under further strain and economic consequences impact livelihoods





In **Community Transmission**, cases increase significantly, and there is consequent strain on services



What is community transmission?

- Transmission is so widespread that tracking and isolating cases goes beyond the capacity of the state



How should I implement a mitigation strategy?

- Consider the urge to institute harsher shutdowns in light of the potentially limited health benefits (as the health system is already under strain) against the likely severe social and economic consequences
- Consider prioritising health care strictly for vulnerable groups in dedicated treatment centres
- Maintain social mobilisation for behaviour change to minimise transmission



What activities may be important during this phase?

- Strict prioritisation of limited resources to mitigate mortality among vulnerable groups
- Consider the need to prioritise non-Covid health-care for women and children
- Deliver economic support to communities now affected by prolonged restrictions
- Regular public communications on behaviour change and strategies for coping in the crisis
- Deploy limited testing capacity strategically and track that data alongside your hotline data to keep track of trends
- Coordinate with international partners and others to expand facilities, health workers, protective equipment and other necessary supplies



What activities should you be preparing for next?

- Mortality rates could increase rapidly, causing outcry from communities in the absence of treatment options
- Non-Covid mortality rates will also be affected
- Preparing for when restrictions can be lifted due to reduction in cases, with a strategy to ensure vigilance in the health system and public thereafter